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BUREAU OF LAND MANAGEMENT

Jim McClure-Jerry Peak Wilderness Management Plan

Salmon-Challis National Forest and BLM Idaho Falls District, Challis Field Office

August 9, 2018



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Cover Photo Description: A summer storm on the summit of Jerry Peak in the Jim McClure-Jerry Peak Wilderness.
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Jim McClure-Jerry Peak Wilderness Management Plan DR & FONSI

Decision Record*for the***Jim McClure-Jerry Peak Wilderness Management Plan*****Bureau of Land Management*****Challis Field Office**

Environmental Assessment: DOI-BLM-ID-I000-2016-0002-EA

INTRODUCTION

The Environmental Assessment (EA) discloses the environmental impacts of a wilderness management plan for the Jim McClure-Jerry Peak (JMJP) Wilderness (116,898 acres). The JMJP Wilderness was designated through the passage of the Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act (P.L. 114-46). All of the Wilderness is in Idaho and is managed by the Bureau of Land Management (BLM), Idaho Falls District, Challis Field Office (21,913 acres; 19%) and the Forest Service (FS; 94,985 acres; 81%).

The Wilderness Management Plan (WMP) provides the primary management direction for the JMJP Wilderness to preserve wilderness character as identified by the Wilderness Act of 1964. The WMP identifies the conditions and opportunities for which the Wilderness would be managed and creating specific standards and guidelines for managing resources and activities that would bring existing conditions closer to meeting desired conditions.

The EA has been prepared pursuant to the requirements of the National Environmental Policy Act (NEPA, 40 CFR 1500-1508), the Challis Resource Plan (BLM 1999). Public involvement opportunities occurred throughout the planning process.

PURPOSE AND NEED

The purpose of this project is to provide specific and consistent management direction for the JMJP Wilderness, situated on federal public land managed by the BLM. Per the Wilderness Act of 1964 (Section 4), "... each agency administering any area designated as wilderness shall be responsible for preserving the wilderness character of the area." Although wilderness character is a complex idea and is not explicitly defined in the Wilderness Act, the qualities of wilderness character are commonly described as:

- Untrammeled—Area is unhindered and free from intentional actions of modern human control or manipulation.
- Natural—Area appears to have been primarily affected by the forces of nature and are substantially free from the effects of modern civilization.
- Undeveloped—Area is essentially without permanent improvements or the sights and sounds of modern human occupation, and it retains its primeval character.
- Outstanding opportunities for solitude or a primitive and unconfined type of recreation—Area provides outstanding opportunities for people to experience solitude or primeval and unrestricted recreation including the values associated with physical and mental inspiration, challenge, self-reliance, self-discovery, and freedom.
- Other Features of Value—Area may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value. Though not required of any wilderness, these characteristics, if present, must be protected as rigorously as any of the other four required qualities.

This action is needed to preserve wilderness character as identified by the Wilderness Act by identifying

the conditions and opportunities for which the Wilderness would be managed and creating specific standards and guidelines for managing resources and activities that would bring existing conditions closer to meeting desired conditions. These objectives and actions would be implemented upon adoption of the WMP and the WMP identifies actions that may be implemented in the future if changes to resource conditions occur. The need for action is defined by the gap between the existing and desired conditions.

The need for the proposed action, the management plan, also originates from the Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act (P.L. 114-46), which under Sec. 102 Administration, states “(a) IN GENERAL.- Subject to valid existing rights, each wilderness area shall be administered by the Secretary in accordance with the Wilderness Act (16 U.S.C. 1131 et seq.)...” Additionally, P.L. 114-46 requires: “Not later than 3 years after the date of enactment of this Act, the Secretary of Agriculture and the Secretary of Interior shall collaboratively develop wilderness management plans for the wilderness areas.”

CHANGES BETWEEN THE DRAFT WMP AND EA

In addition to minor edits and corrections, a number of changes were made to the EA following distribution of the draft WMP. These changes are reflected throughout the EA and summarized in Section 4.6 of Chapter 4. The changes reflect consideration of public comments on the proposed plan and EA and its effects upon wilderness character, and ensured that the analysis included the best scientific information. I do not believe that the edits and corrections necessitate issuance of another WMP or other form of document for comment. The updated information disclosed in the EA falls within the scope of the analysis depicted in the draft WMP and in most cases simply provides additional clarity.

- Revision of several desired conditions to better meet the definition of a desired condition.
- Revised the ‘minimum requirements’ standard (JMJP-001), added a new guideline (JMJP-005), and edited the definition for MRA in the glossary.
- The three Wilderness monitoring indicators (JMJP-003, 027, and 031) were re-categorized from guidelines to standards. Clarified timeline for collection of baseline data for these monitoring indicators.
- Revised the Desired Condition and Goal in the Wilderness section to use protect, perpetuate, or preserve, in lieu of the term enhance.
- Clarified JMJP-006 regarding coordination between the FS and BLM in the regulation of visitor uses.
- Edited Goal in Soils, Water, Air, Riparian Resources regarding preserving soil resources to remove ...or livestock grazing” because the potential impacts from livestock grazing are addressed elsewhere.
- Moved the standard regarding ESA Recovery Plans to the Background section under Wildlife.
- Added a guideline to work with IDFG to reduce the risk of disease transmission to bighorn sheep from domestic animals (JMJP-020).
- The standard specific to management of dogs was removed and information is provided in Issues Not Analyzed in Detail and the Wilderness Education and Interpretation section. Renumbered subsequent direction. Revised EA to remove analysis of direction regarding dogs.
- Revision to Standard (JMJP-034) for stock handling when in camp to include tree-saver device.
- Added footnote in the Livestock Grazing section, noting that the Herd Creek, Upper East Fork, and Allotments were closed under the donation process; and a permit was relinquished for the Wildhorse Allotment, as outlined in the Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act.
- Categorized the Search and Rescue direction (JMJP-067 and 068) as guidelines, rather than standards.
- Revision to section title “Developments and Other Human Effects or Disturbances.” WMP was edited to ensure the use of the term “developments” more consistently throughout the documents.
- Text was added to Commercial Services section to acknowledge MOU between the USFS, BLM and IOGLB.
- Language was added to pack goat measures to allow for flexibility as new practices are identified.
- Deleted “...signs...” from standard JMJP-073 in the Wilderness Education and Interpretation, as this is covered in the Signs section.
- Duplicative Goal removed from the Commercial Services section, as it is stated in the Lands and Special Uses section.

- Revision in EA (Wilderness Direct and Indirect Effects, under Monitoring Indicator and Measure: Natural) to correct statements about disease transmission to bighorn sheep.
- Added visitor use assumptions from wilderness report to the EA for clarity, as these assumptions are referenced in the EA text.
- Appendix 4 Trail Inventory – revised trail mileage for accuracy.
- Revisions to glossary entries to include manual citations, as appropriate, and revision to definition of Developments.

DECISION

I have reviewed the analysis presented in the EA for the JMJP WMP, considered the comments received on the draft WMP, and discussed the project's anticipated effects with both the Interdisciplinary Team, and Forest Staff. I have considered and incorporated the comments and input raised in staff to staff coordination meetings with Tribes, and comments from stakeholders and the public received on the draft WMP.

I have decided to select and implement **Alternative A (Proposed Action – the WMP), with the exception of the pack goat direction for which I am selecting Alternative B.** My decision includes direction for the preservation of wilderness character, while managing allowable uses of the JMJP Wilderness. Specifically, I am making the following decisions:

Wilderness	
Standard	JMJP-002 - Remove existing developments unless they are determined to be the minimum necessary for the administration of the area as wilderness, or are: <ul style="list-style-type: none"> a) Associated with valid existing rights, b) Authorized range developments, or c) Of historical or cultural value (in conformance with the NHPA), or d) Upper Lake Creek Campground, unless it becomes unsafe or unusable (see Developments and other Human Effects or Disturbances section).
Guideline	JMJP-006 - Ensure, where possible, management between the Forest Service and BLM, including regulation of visitor uses, appears seamless to the public. Where differences in agency policy occur, and if allowable by law, regulation, or policy, the WMP will endeavor to apply the stricter policy to the adjacent land of the other agency.
Soil, Water, Air, Riparian Resources	
Guideline	JMJP-008 - Manage dispersed campsites and recreational activities to prevent them from expanding beyond a point where impacts to riparian and aquatic resources cannot be effectively addressed.
Guideline	JMJP-009 - Allow natural soil erosion to continue unless an imminent and definite hazard to life and property or a serious depreciation of important environmental qualities outside the Wilderness will result.
Guideline	JMJP-010 - Evaluate potential effects of proposed pollution sources for violation of Class II Prevention of Significant Deterioration Standards.
Management Action	Indirect methods (e.g. education) for reducing impacts to soil and water, such as from recreational use, are preferred over regulatory methods. However, education may be insufficient in some cases and direct methods may be needed to protect wilderness character.
Vegetation and Botanical Resources	
Guideline	JMJP-011 - Ensure impacts to whitebark pine, such as those from fire suppression tactics, improper livestock grazing, recreational stock use, dispersed camping, or trail construction and maintenance are minimized when considering these activities.
Guideline	JMJP-012 - Minimize impacts on habitats for rare and sensitive plant species when conducting trail maintenance and construction.

Noxious and Non-Native Invasive Species Management	
Management Action	Place emphasis on minimizing introduction of new species and controlling small infestations that have potential to displace native species.
Management Action	Provide educational information on areas that are susceptible to weed invasion and measures to help prevent non-native, invasive plant establishment and spread.
Wildlife and Fisheries Resources	
Standard	JMJP-019 - Implement measures to minimize contact between bighorn sheep and domestic goats used for packing (see list below table). Measures identified may be expanded or revised, based on research.
Guideline	JMJP-020 - Continue to work cooperatively with IDFG to reduce the risk of disease transmission or other stressors between bighorn sheep and domestic animals. If necessary to preserve wilderness character, consider actions up to and including the closure of all or part of the wilderness to recreational pack goat and sheep.
Recreation	
Standard	JMJP-022 - Limit group size to a maximum of 12 people. (See exception for Native American tribes in the Cultural Resources and Tribal Governments section.)
Standard	JMJP-023 - Prohibit shortcutting trail switchbacks on foot or with pack and saddle stock.
Guideline	JMJP-025 - Manage vehicle access points to prevent unauthorized vehicle use by posting appropriate boundary signage, and blocking or rehabilitating unauthorized routes where violations are an issue.
Trails	
Standard	JMJP-026 - Do not construct new trails in the JMJP Wilderness, unless trails are determined to be the minimum necessary for administration of the area as wilderness.
Management Action	BLM will add the existing trail from the Upper Lake Creek Campground to Sage Creek to its trail system.
Management Action	The trail leading to the Upper Lake Creek Campground will remain. Width will be allowed to naturally narrow to a pedestrian/stock width (e.g. Class 3). Culverts will not be removed unless they wash out or cannot be maintained. Replacement of culverts will not occur.
Camping	
Standard	JMJP-030 - Require human waste to be covered 6-8" deep at least 200 feet from water, and, where the terrain allows, 200 feet from campsites and trails. Alternatively, waste may be packed out.
Recreational Horse and Stock Use	
Standard	JMJP-032 - Limit the combined number of pack and saddle stock in one group to 20 head of stock.
Standard	JMJP-033 - Require pack or saddle stock to be ridden, led, or under human control. Animals are not permitted to run loose on trails or travel routes.
Standard	JMJP-034 - In camp, require stock users to pad highlines, or use tree-saver devices to minimize tree damage.
Guideline	JMJP-036 - Require stock users to locate pack and saddle stock handling areas at least 200 feet from lakes, springs, and streams, where terrain allows.
Guideline	JMJP-037 - Require stock users traveling outside of camp to tie stock to live trees greater than 8" in diameter for only short periods of time, and require use of tree-saver devices or other techniques (e.g. wrap lead around trunk twice before tying the knot) to minimize tree damage.
Signs	
Standard	JMJP-039 - Place wilderness boundary signs at known access points, such as along trails, in drainages and at passes.
Fire Management	
Guideline	JMJP-058 - The BLM would have the full range of options to achieve resource management objectives, ranging from full suppression to monitoring of naturally-ignited wildfires.
Management Actions	Enhance public awareness and support through educational programs about the role of fire in the ecosystem and fire's role in maintaining wilderness character.

Commercial Services	
Standard	JMJP-063 - Approve only temporary structures and facilities for outfitter and guide operations necessary to meet the public need in a manner compatible with the Wilderness environment.
Law Enforcement and Search and Rescue	
Standard	JMJP-067 - Use the flow chart in Appendix 10 [of the WMP] for approval of motorized and mechanized emergency response.
Developments and Other Human Effects or Disturbances	
Management Action	BLM will retain Upper Lake Creek Campground. Maintenance of the campground will be in accordance with an MRA. If the facility is damaged, becomes unusable or a safety hazard, the facility would not be replaced.
Management Action	Small-scale surface disturbances (e.g. campsites, abandoned developments, or linear disturbances created by vehicles) may be rehabilitated with non-motorized, non-mechanized means. An MRA and NEPA analysis would be required for motorized or mechanized equipment. The NHPA process will be followed for all projects (mechanized or non-mechanized) with the potential to adversely affect heritage resources. Actions would generally be conducted in the following order, as needed: <ol style="list-style-type: none"> 1. Physical Closure 2. Decompaction 3. Scarifying/Pitting 4. Re-contouring 5. Vertical mulching or "iceberging" 6. Erosion control 7. Vegetative restoration
Wilderness Education and Interpretation	
Management Actions	Education and outreach is one method that may be employed or increased in response to campsite and solitude thresholds established above, but may also be employed to prevent or respond to any recreational visitor impacts.

The following list of best management practices for reducing the risk of disease transmission between pack goats and bighorn sheep is taken from the North American Packgoat Association's list of measures. Measures identified on this list may be expanded or revised, based on research.

- All pack goats will be on leads or have leads attached to their collar or halter at all times.
- All pack goats will be tethered at night within 30 feet of humans.
- If bighorn sheep are observed within 100 yards of a potential camping area, pack goat users will take all reasonable measures to move their campsite to a different area. Hazing techniques may be used to deter bighorn sheep from moving closer to campsites if necessary.
- Pack goat numbers will be limited to a maximum of three (3) pack goats per person, and a maximum of nine (9) pack goats per group.
- Where bighorn sheep are using trails for travel pack goat users will move off the trail 100 yards. If that distance is not attainable, the pack goat user will travel back along the trail away from the bighorn sheep and exit the trail when the 100 yard distance can be reached. Pack goat users will stay off the trail until bighorn sheep have passed. If visibility is limited to less than 100 yards up trail, a pack goat user will go to the trail and observe for bighorn sheep before continuing with pack goats.
- When accessing browsing areas and water, a pack goat user will check for the presence of bighorn sheep before allowing access for pack goats. Whenever possible, water access will be limited to areas of unlikely bighorn sheep use.
- In event that direct contact of a pack goat and a bighorn sheep is observed, the location and as much of a description as is possible of the sheep and incident will be written, photographed if possible and reported to the appropriate agency as soon as reasonably possible.
- If any pack goat becomes lost, missing or separated from the owner and herd every effort will be exhausted to locate and recover the lost pack goat. If the owner is unable to locate and recover the lost pack goat, contact the Salmon-Challis National Forest or BLM, Challis Field Office by phone immediately. A full disclosure of all available information will be provided including: the last known location (GPS coordinates, legal description, geographic location, name or number of trail or trailhead), the circumstances that resulted in it becoming lost, a description of the pack goat, and any equipment that it was carrying.

RATIONALE FOR THE DECISION

I have selected **Alternative A (Proposed Action – the WMP)** with the pack goat standard as described under **Alternative B** over the other alternatives because it most appropriately meets the purposed and need. The proposed action has been analyzed and I have determined that there is no significant impact as referenced in the attached FONSI. The WMP will guide management so that the preservation objectives of the Wilderness Act can be met.

I have selected **Alternative A** (with modification) because it provides the greatest attainment of the project's purpose and need – preserving wilderness character - while still being sensitive to other uses and resource concerns within the JMJP Wilderness. In making this decision, I evaluated the purpose and need for the WMP, the effects disclosed in the EA, and comments received during early scoping, scoping, and the 30-day notice and comment period. The following discussion summarizes the rationale for my decision.

My decision to implement the proposed action for management of natural resources (Soil, Water, Air Riparian; Vegetation and Botanical; and Wildlife and Fisheries Resources) aims to preserve the natural quality of the JMJP Wilderness, and emphasize the untrammelled quality by minimizing active management or manipulation of these resources. Invasive species management will further preserve the natural quality.

I have decided that the implementation of the pack goat management measures (as described in Alternative B) are the appropriate method for minimizing the risk of disease transmission from pack goat to bighorn sheep in the context of the JMJP Wilderness. This approach will allow for pack goat users to continue to enjoy the JMJP Wilderness, while requiring best management practices, with which many pack goat users may already be familiar, to minimize disease transmission risk. Further, to ensure protection of wilderness character, I have added a new guideline to the Wildlife Resources section that ensures continuing coordination with Idaho Department of Fish and Game in the protection of bighorn sheep. Continuing to review the most current population surveys of bighorn sheep and review of best available science on pathogen transmission will guide management actions to ensure preservation of wilderness character.

My decision includes management of allowable uses, primarily recreational uses, within the JMJP Wilderness to both protect the natural resources and untrammelled quality, while preserving opportunities for solitude, and a primitive and unconfined type of recreation. Establishing limits on group sizes for both people and recreational stock, and establishing requirements for recreational stock handling, signing techniques, new trail construction and human waste will benefit wilderness character, with limited impact to recreational activities.

My decision is to add the existing trail from the Upper Lake Creek Campground to Sage Creek to its trail system. This will allow for future maintenance of the trail. Retaining the non-motorized trail leading to the Upper Lake Creek Campground will continue to allow hiker and horse access to that portion of the Wilderness while allowing the travel route to naturally narrow to pedestrian/stock width.

By retaining the Upper Lake Creek Campground, until the facilities are damaged, become unsafe or unusable, will continue to provide camping opportunities. This backcountry site existed at the time of the designation of the wilderness. When the facilities are damaged or unsafe, they would not be replaced and the developments would be removed.

My decision to include direction regarding educational efforts for the JMJP Wilderness aims to facilitate recreational activities, and preservation of the wilderness while minimizing impacts to wilderness character.

The remaining direction described in the WMP is related to established policy or law, and is not analyzed in the EA, nor does it need a decision to implement (See EA Appendix A).

PUBLIC AND OTHER INVOLVEMENT

Public Involvement

Public involvement has been extensive throughout the planning and analysis process leading to this document. The public, stakeholders, the Nez Perce Tribe and Shoshone-Bannock Tribes were offered an opportunity to provide input during an early scoping period (July 25-August 25, 2016). During this early scoping period 32 letters were received, including a letter from the Shoshone-Bannock Tribes of Fort Hall. Comments generally fell into eight categories:

- Most Valued Features of the Wilderness
- Wilderness Management
- Recreation Management
- Outfitters and Guides
- Livestock Grazing
- Fire Management
- Wildlife Management
- Weed Management

Miscellaneous topics included law enforcement, search and rescue, visual resources, and rehabilitation of human disturbances. These comments were considered in development of the management guidance.

The scoping period for the draft WMP occurred February 15 to March 17, 2017. In February and early March, three scoping meetings were offered to the public in Challis, Mackay, and Ketchum. The agencies also outreached through their respective webpages and social media. During the scoping period 30 comment letters were received, including letters from the following organizations, State, and local agencies:

- Backcountry Horsemen of Idaho
- Boulder-White Clouds Council
- Custer County Commissioners
- Custer Co./Wilderness Society
- Idaho Cattle Association
- Idaho Department of Agriculture
- Idaho Department of Fish and Game
- Idaho Conservation League/Wilderness Society
- Idaho Outfitter & Guide Association
- Idaho Recreation Council
- Ken Smith Hunting
- North American Packgoat Association
- Trout Unlimited
- Wild Sheep Foundation
- Wilderness Watch
- Western Watershed Project
- Wildlands Defense
- White Cloud Outfitters

The 30-day opportunity to comment on the proposed plan (per 36 CFR 218 Subparts A and B) occurred October 27-November 27, 2017 and included public meetings in Mackay, Challis, Stanley, and Ketchum. A legal notice was issued in the Challis Messenger, the paper of record on October 27, 2017. During this time, 32 parties submitted comments.

Commenters voiced a variety of concerns including, but not limited to, potential beneficial and adverse impacts on wilderness character, recreational users, wildlife, and outfitter and guide operations. The planning record contains all written comments received relative to this project and Appendix B of the EA discloses how the Interdisciplinary Team addressed those concerns.

The BLM, Challis Field Office and Salmon-Challis National Forest met early, regularly, and in an on-going process with the Custer County Commissioners, including each of the public involvement opportunities: project kick-off meetings, early scoping period, scoping period, and the comment period. Agency representatives from the BLM and the FS regularly provided updates at the monthly County Commissioners meetings, and at the Natural Resource Advisory Committee (NRAC) meetings. The

agencies provided a monthly newsletter via email to stakeholders, including the county, to provide regular planning updates. The County Commissioners requested several meetings during the planning process, including briefings prior to the initiation of the scoping and comment periods. The agencies meet with the commissioners February 10, 2017 prior to the start of the scoping period, August 8, 2017 to discuss the wilderness plan process, and October 17, 2017 prior to the start of the comment period.

Regulatory and Government Consultation

Scoping letters were sent to the U.S. Fish and Wildlife Service and NOAA Fisheries representatives via email on February 14, 2017, soliciting comments on the draft WMP. Biological Evaluations (BE) consistent with requirements of Section 7 of the Endangered Species Act were prepared. Determinations disclosed in the wildlife biological evaluation (BE) have concluded that my decision would have no effect to yellow-billed cuckoo, Canada lynx, and wolverine (EA, pp 60). The fish biological evaluation concluded that my decision will have no effect to steelhead, bull trout, and Chinook salmon or their designated critical habitat (EA, pp 73).

The BLM, Challis Field Office and Salmon-Challis National Forest met early, regularly, and in an on-going process with the Custer County Commissioners. From project kick-off meetings (May 19, 2016 in Ketchum and Stanley, June 2, 2016 in Challis), the early scoping period (July 25-August 25, 2016), the scoping Period, (February 15-March 17, 2017), and the comment period (October 27-November 27, 2017), the County Commissioners provided input throughout the process. Agency representatives from the BLM and the FS regularly provided updates at the monthly County Commissioners meetings, and at the Natural Resource Advisory Committee (NRAC) meetings. The agencies provided a monthly newsletter via email to stakeholders, including the county, to provide regular planning updates. The County Commissioners requested several meetings during the planning process, including briefings prior to the initiation of the scoping and comment periods. The agencies meet with the commissioners February 10, 2017 prior to the start of the scoping period, August 8, 2017 to discuss the wilderness plan process, and October 17, 2017 prior to the start of the comment period, and provided a briefing on April 3, 2018.

Government to Government Tribal Consultation

Tribal governments have a unique legal and political relationship with the United States government as reflected in the United States Constitution, treaties, statutes, court decisions, executive orders, and memoranda. The Shoshone-Bannock Tribes of Fort Hall and the Nez Perce Tribes were contacted regarding the project (letters sent July 25, 2016, February 2, 2017, and October 23, 2017). The Shoshone-Bannock Tribes of Fort Hall provided a comment letter during the early scoping period. The BLM met with the Shoshone-Bannock Tribes on February 22, 201, April 20, 2017 and October 24, 2017.

APPEAL OPPORTUNITIES

This decision may be appealed to the Interior Board of Land Appeals, Office of Hearings and Appeals in accordance with 43 CFR Part 4. If an appeal is taken, your notice of appeal must be filed in the Idaho Falls District Office, 1405 Hollipark Drive, Idaho Falls, Idaho 83401, within 30 days of the signing of the decision. The appellant has the burden of showing that the decision appealed from is in error.

If you wish to file a petition for stay pursuant to 43 CFR 4.21, the petition for stay must accompany your notice of appeal. Copies of the notice of appeal and petition for stay (if any) must also be served on each party named in this decision and to the Interior Board of Land Appeal and the Office of the Solicitor, Field Solicitor – U. S. Department of the Interior, University Plaza, 960 Broadway Avenue, Suite 400, Boise, Idaho, 83706, at the same time the original document are filed with the Idaho Falls District Office. If a petition for stay is filed, it shall show sufficient justification based on the following standards:

- (1) The relative harm to the parties if the stay is granted or denied.
- (2) The likelihood of the appellant's success on the merits.

- (3) The likelihood of immediate and irreparable harm if the stay is not granted, and
- (4) Whether the public interest favors granting the stay.

Approved by: Mary D'Aversa
Mary D'Aversa
District Manager
Idaho Falls District

8-9-2018
Date

Finding of No Significant Impact
for the
Jim McClure-Jerry Peak Wilderness Management Plan
Bureau of Land Management
Challis Field Office

Environmental Assessment: DOI-BLM-ID-I000-2016-0002-EA

Finding of No Significant Impact:

I have reviewed Environmental Assessment (EA) for the Jim McClure-Jerry Peak (JMJP) Wilderness Management Plan. After considering the environmental impacts described in the EA, incorporated herein, we have determined that the proposed action will not significantly affect the quality of the human environment and that an environmental impact statement (EIS) is not required. This finding and conclusion is based on our consideration of the Council on Environmental Quality (CEQ) criteria for significance (40 CFR 1508.27), both with regard to the context and intensity of impacts described in the EA.

Context:

The JMJP Wilderness is part of the National Wilderness Preservation System. These areas are of most interest to the neighboring residents of Idaho, Oregon, and Nevada.

Intensity:

The following 10 statements serve as a checklist that describe how the project's proposed action or associated Environmental Analysis relates to the criteria for significance defined by CEQ. Intensity has been addressed by describing how project activities relate to each criteria and what was considered during our analysis that was significant.

1. Impacts that may be both beneficial and/or adverse.

The environmental assessment has considered both beneficial and adverse impacts of the wilderness management plan. Overall, the plan will result in protection of wilderness character, which includes untrammeled, naturalness, undeveloped, and outstanding opportunities for solitude or a primitive and unconfined type of recreation, and special features, including Herd Lake. Preserving the natural ecosystem and opportunities for recreation would improve the quality of the human environment.

The analysis documented in Chapter 3 of the EA did not identify any individually or cumulatively significant impacts resulting from implementation of the WMP (EA Chapter 3). The project record contains additional technical reports. In considering the wilderness resource as a whole, I have determined that the effects to wilderness character will not be significant.

2. The degree to which the proposed action affects public health or safety.

The proposed WMP would not result in significant effects on public health and safety.

3. Unique characteristics of the geographic area such as proximity to historic or cultural resources, park lands, prime farmlands, wetlands, wild and scenic rivers, or ecologically critical areas.

The planning area encompasses designated wilderness. Congress designated the JMJP Wilderness to ensure protection of wilderness character. The Wilderness Act (Section 2a) states that wilderness areas "shall be administered for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness, and so as to provide for the protection of these areas, the preservation of their wilderness character." The EA describes affects to the wilderness resource, and concludes that the WMP would not result in significant effects (EA Chapter 3).

There would be no effect to fish and wildlife species listed under the Endangered Species Act (pp. 57-58 and 73). There would be no impact to sensitive wildlife species apart from bighorn sheep (pp. 58-66). Bighorn may be impacted, but implementation of the wilderness management plan would not contribute towards Federal listing or a loss of viability of the population or the species (p. 67). I considered this analysis and the determination that there is no expected loss of viability of the population when making my conclusion that my decision would indeed preserve wilderness character.

The implementation of the pack goat BMP guidelines would minimize risk of contact between pack goats and bighorn sheep. Based upon my review of the project record, the low risk of contact combined with the lower risk of disease transmission between bighorn sheep and pack goats (p. 32, Pils and Wilder 2017), I determined there was no need to conduct a risk of disease transmission analysis. Selection of Alternative B for the implementation of the pack goat management measures, in combination with the low risk of contact and lowered risk of disease of transmission will fulfill my responsibility to preserve wilderness character. This approach is also responsive to preserving opportunities for primitive and unconfined recreation, while allowing recreational users opportunities to disperse and experience solitude.

As stated in the EA, no adverse effects to historic or cultural resources (EA, p 74), or wetlands (p. 73). No wild and scenic rivers, park lands, prime farmlands, or ecologically critical areas were identified in the project area.

4. The degree to which the effects on the quality or the human environment are likely to be highly controversial.

Controversy in this context refers to situations where there is substantial dispute as to the size, nature, or effect of the federal action, rather than opposition to its implementation. The scientific basis for the analysis is contained in the project record and summarized in the EA. Standard analysis techniques and models were used. Literature supporting the use of these models and qualitative discussions, as used in this analysis, is contained in the project's planning record (EA Chapter 3).

The effects of implementing the WMP are well known and documented and not highly controversial in that WMPs are essential to maintaining the natural condition of wilderness areas, as required by the Wilderness Act.

5. The degree to which the possible effects on the human environment are highly uncertain or involve unique or unknown risks.

The environmental analysis, including the EA, resource technical reports, and biological evaluations (contained in the planning record), determined that the selected alternative will not involve any highly uncertain or unknown risks (EA, Chapter 3). The management activities associated with my decision are typical of those successfully implemented in the past, and both within and external to designated wilderness.

6. The degree to which the action may establish a precedent for future actions with significant effects or represents a decision in principle about a future consideration.

My decision is consistent with direction found in the Challis RMP. Implementing my decision will not establish a precedent for future actions with significant effects nor does it represent a decision in principle about a future consideration.

7. Whether the action is related to other actions with individually insignificant but cumulatively significant impacts.

The EA identified no significant cumulative impacts for the proposed action.

8. **The degree to which the action may adversely affect districts, sites, highways, structures, or objects listed, or eligible for listing, in the National Register of Historic Places or may cause loss or destruction of significant scientific, cultural, or historical resources.**

My decision will not result in the loss or destruction of important or significant scientific, cultural, or historic resources (EA, Chapter 3).

9. **The degree to which the action may adversely affect an endangered or threatened species or its habitat that has been determined to be critical under the Endangered Species Act of 1973.**

The EA discloses the effects of my decision to threatened or endangered species (EA, pp 57-58 and 73). This required disclosure involves wildlife and fish species listed under the Endangered Species Act of 1973, as amended (ESA). My decision will not adversely affect any endangered or threatened species or its habitat.

10. **Whether the action threatens a violation of Federal, state, or local law or requirements imposed for the protection of the environment.**

The proposed action will not violate or threaten to violate any Federal, State, or local law, regulation, or ordinance imposed for the protection of the environment. Consistency with laws or requirements imposed for protection of the environment is also discussed in the Background section (p. 2) of the EA. The project's planning record provides supporting information.

Approved by:



Mary D'Aversa
District Manager
Idaho Falls District

8-9-2018

Date

References

Pils A., and J. Wilder. 2017. Risk analysis of disease transmission between domestic sheep and goats and Rocky Mountain bighorn sheep. USDA Forest Service, Shoshone National Forest, Wyoming. December 2017.



United States
Department of
Agriculture

Forest
Service

Intermountain
Region

August 2018



Final Decision Notice and Finding of No Significant Impact

Jim McClure-Jerry Peak Wilderness Management Plan

Salmon-Challis National Forest
Custer County, Idaho

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Decision Notice and Finding of No Significant Impact
for the
Jim McClure-Jerry Peak Wilderness Management Plan
USDA Forest Service
Salmon-Challis National Forest
Custer County, Idaho

INTRODUCTION

The Environmental Assessment (EA) discloses the environmental impacts of a wilderness management plan for the Jim McClure-Jerry Peak (JMJP) Wilderness. The JMJP Wilderness was designated through the passage of the Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act (P.L. 114-46).

The Wilderness Management Plan (WMP) provides the primary management direction for the JMJP Wilderness to preserve wilderness character as identified by the Wilderness Act of 1964. The WMP identifies the conditions and opportunities for which the Wilderness would be managed and creating specific standards and guidelines for managing resources and activities that would bring existing conditions closer to meeting desired conditions.

The EA has been prepared pursuant to the requirements of the National Environmental Policy Act (NEPA, 40 CFR 1500-1508), the National Forest Management Act and its implementing regulations, the Challis National Forest Land and Resource Management Plan, as amended (USDA 1987) (Forest Plan). Public involvement opportunities occurred throughout the planning process.

PURPOSE AND NEED

The purpose of this project is to provide specific, updated, and consistent management direction for the JMJP Wilderness, situated on federal public land managed by the FS. Per the Wilderness Act of 1964 (Section 4), "... each agency administering any area designated as wilderness shall be responsible for preserving the wilderness character of the area." Although wilderness character is a complex idea and is not explicitly defined in the Wilderness Act, the qualities of wilderness character are commonly described as:

- Untrammeled—Area is unhindered and free from intentional actions of modern human control or manipulation.
- Natural—Area appears to have been primarily affected by the forces of nature and are substantially free from the effects of modern civilization.
- Undeveloped—Area is essentially without permanent improvements or the sights and sounds of modern human occupation, and it retains its primeval character.
- Outstanding opportunities for solitude or a primitive and unconfined type of recreation—Area provides outstanding opportunities for people to experience solitude or primeval and unrestricted recreation including the values associated with physical and mental inspiration, challenge, self-reliance, self-discovery, and freedom.
- Other Features of Value—Area may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value. Though not required of any wilderness, these characteristics, if present, must be protected as rigorously as any of the other four required qualities.

This action is needed to preserve wilderness character as identified by the Wilderness Act by identifying the conditions and opportunities for which the Wilderness would be managed and creating specific standards and guidelines for managing resources and activities that would bring existing conditions closer to meeting desired conditions. These objectives and actions would be implemented upon adoption of the WMP and the WMP identifies actions that may be implemented in the future if changes to resource conditions occur. The need for action is defined by the gap between the existing and desired conditions.

The need for the proposed action, the management plan, also originates from the Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act (P.L. 114-46), which under Sec. 102 Administration, states "(a) IN GENERAL.- Subject to valid existing rights, each wilderness area shall be administered by the Secretary in accordance with the Wilderness Act (16 U.S.C. 1131 et seq.)..." Additionally, P.L. 114-46 requires: "Not later than

3 years after the date of enactment of this Act, the Secretary of Agriculture and the Secretary of Interior shall collaboratively develop wilderness management plans for the wilderness areas.”

CHANGES BETWEEN THE DRAFT WMP AND EA

In addition to minor edits and corrections, a number of changes were made to the EA following distribution of the draft WMP. These changes are reflected throughout the EA and summarized in Section 4.6 of Chapter 4. The changes reflect consideration of public comments on the proposed plan and EA and its effects upon wilderness character, and ensured that the analysis included the best scientific information. I do not believe that the edits and corrections necessitate issuance of another WMP or other form of document for comment. The updated information disclosed in the EA falls within the scope of the analysis depicted in the draft WMP and in most cases simply provides additional clarity.

- The sentence in the Plan and EA stating that the WMP will be “incorporated” into the forthcoming revised forest plan has been deleted because this WMP cannot make a decision as to what will be in the forthcoming revision without proper NEPA analysis.
- Revision of several desired conditions to better meet the definition of a desired condition.
- The three Wilderness monitoring indicators (JMJP-003, 027, and 031) were re-categorized from guidelines to standards. Clarified timeline for collection of baseline data for these monitoring indicators.
- Revised the Desired Condition and Goal in the Wilderness section to use protect, perpetuate, or preserve, in lieu of the term enhance.
- Clarified JMJP-006 regarding coordination between the FS and BLM in the regulation of visitor uses.
- Edited Goal in Soils, Water, Air, Riparian Resources regarding preserving soil resources to remove ...or livestock grazing” because the potential impacts from livestock grazing are addressed elsewhere.
- The standard specific to management of dogs was removed and information is provided in Issues Not Analyzed in Detail and the Wilderness Education and Interpretation section. Renumbered subsequent direction. Revised EA to remove analysis of direction regarding dogs.
- The trails removed from inventory (Narrow Canyon-Bowery Creek (#4178), Narrow Canyon (#4179)) with little to no trail tread apparent would not count against the monitoring indicator for user-developed routes.
- Revision to Standard (JMJP-034) for stock handling when in camp to include tree-saver device.
- Regarding the East Pass Creek Allotment, the WMP states that it would be neither closed nor reauthorized under this Plan. The remainder of the sentence was deleted.
- Added footnote in the Livestock Grazing section, noting that the Herd Creek, Upper East Fork, and Allotments were closed under the donation process; and a permit was relinquished for the Wildhorse Allotment, as outlined in the Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act.
- Revision to section title “Developments and Other Human Effects or Disturbances.” WMP was edited to ensure the use of the term “developments” more consistently throughout the documents.
- Text was added to Commercial Services section to acknowledge MOU between the USFS, BLM and IOGLB.
- Language was added to pack goat measures to allow for flexibility as new practices are identified.
- Deleted “...signs...” from standard JMJP-073 in the Wilderness Education and Interpretation, as this is covered in the Signs section.
- Duplicative Goal removed from the Commercial Services section, as it is stated in the Lands and Special Uses section.
- Revision in EA (Wilderness Direct and Indirect Effects, under Monitoring Indicator and Measure: Natural) to correct statements about disease transmission to bighorn sheep.
- Added visitor use assumptions from wilderness report to the EA for clarity, as these assumptions are referenced in the EA text.
- Appendix 4 Trail Inventory – West Fork Herd Creek trail requires additional field inventory. Revised trail mileage for accuracy.
- Revisions to glossary entries to include manual citations, as appropriate, and revision to definition of Developments.

DECISION

I have reviewed the analysis presented in the EA for the JMJP WMP, considered the comments received on the draft WMP, and discussed the project's anticipated effects with both the Interdisciplinary Team, Forest Staff, and Region Staff. I have considered and incorporated the comments and input raised in staff to staff coordination meetings with Tribes, and comments from stakeholders and the public received on the draft WMP.

We received four objections on the draft decision notice and FONSI. The following organizations objected: Idaho Department of Fish and Game, Idaho Conservation League and the Wilderness Society, and WildLands Defense, and one individual, Mr. Reynolds. My decision has also been reviewed by a Standing Objection Review Team (SORT). The Objection Reviewing Officer found that my decision rationale was clear and that objection issues were analyzed and addressed consistently with applicable laws and regulations. I also addressed the Objection Reviewing Officer's instructions by adjusting the WMP:

- Clarifying the definition of Developments provided in the glossary,
- Shifting the two Search and Rescue standards (JMJP-065 and 066) to guidelines,
- Revising the MRA standard, adding a guideline (JMJP-005), and editing the definition for MRA in the glossary,
- Moving the standard regarding ESA Recovery Plans to the Background section under Wildlife, and
- Adding a new guideline (JMJP-020) to work with IDFG to reduce the risk of disease transmission to bighorn sheep from domestic animals.

As a result I have decided to implement Alternative A (Proposed Action), with the pack goat standard as described under Alternative B.

Should the Forest Service manage the JMJP Wilderness solely according to legislative and regulatory requirements (Alternative C), or should the Forest Service implement a plan that provides additional direction to manage approved uses not otherwise regulated while ensuring adequate protection and preservation of resources and values (the Alternative A or Alternative B)?

I have decided to select and implement **Alternative A (Proposed Action – the WMP)** with the modifications described above, including the pack goat direction described under Alternative B. My decision includes direction for the preservation of wilderness character, while managing allowable uses of the JMJP Wilderness. Specifically, I am making the following decisions:

Wilderness	
Standard	JMJP-002 - Remove existing developments unless they are determined to be the minimum necessary for the administration of the area as wilderness, or are: <ul style="list-style-type: none"> a) Associated with valid existing rights, b) Authorized range developments, or c) Of historical or cultural value (in conformance with the NHPA).
Guideline	JMJP-006 - Ensure, where possible, management between the Forest Service and BLM, including regulation of visitor uses, appears seamless to the public. Where differences in agency policy occur, and if allowable by law, regulation, or policy, the WMP will endeavor to apply the stricter policy to the adjacent land of the other agency.
Soil, Water, Air, Riparian Resources	
Guideline	JMJP-008 - Manage dispersed campsites and recreational activities to prevent them from expanding beyond a point where impacts to riparian and aquatic resources cannot be effectively addressed.
Guideline	JMJP-009 - Allow natural soil erosion to continue unless an imminent and definite hazard to life and property or a serious depreciation of important environmental qualities outside the Wilderness will result.
Guideline	JMJP-010 - Evaluate potential effects of proposed pollution sources for violation of Class II Prevention of Significant Deterioration Standards.
Management Action	Indirect methods (e.g. education) for reducing impacts to soil and water, such as from recreational use, are preferred over regulatory methods. However, education may be insufficient in some cases and direct methods may be needed to protect wilderness character.

Vegetation and Botanical Resources	
Guideline	JMJP-011 - Ensure impacts to whitebark pine, such as those from fire suppression tactics, improper livestock grazing, recreational stock use, dispersed camping, or trail construction and maintenance are minimized when considering these activities.
Guideline	JMJP-012 - Minimize impacts on habitats for rare and sensitive plant species when conducting trail maintenance and construction.
Noxious and Non-Native Invasive Species Management	
Management Action	Place emphasis on minimizing introduction of new species and controlling small infestations that have potential to displace native species.
Management Action	Provide educational information on areas that are susceptible to weed invasion and measures to help prevent non-native, invasive plant establishment and spread.
Wildlife and Fisheries Resources	
Standard	JMJP-019 - Implement measures to minimize contact between bighorn sheep and domestic goats used for packing (see list below table). Measures identified may be expanded or revised, based on research.
Guideline	JMJP-020 - Continue to work cooperatively with IDFG to reduce the risk of disease transmission or other stressors between bighorn sheep and domestic animals. If necessary to preserve wilderness character, consider actions up to and including the closure of all or part of the wilderness to recreational pack goat and sheep.
Recreation	
Standard	JMJP-022 - Limit group size to a maximum of 12 people. (See exception for Native American tribes in the Cultural Resources and Tribal Governments section.)
Standard	JMJP-023 - Prohibit shortcutting trail switchbacks on foot or with pack and saddle stock.
Guideline	JMJP-025 - Manage vehicle access points to prevent unauthorized vehicle use by posting appropriate boundary signage, and blocking or rehabilitating unauthorized routes where violations are an issue.
Trails	
Standard	JMJP-026 - Do not construct new trails in the JMJP Wilderness, unless trails are determined to be the minimum necessary for administration of the area as wilderness.
Management Actions	The FS will remove the Narrow Canyon-Bowery Creek (#4178), Narrow Canyon (#4179), and Baker Creek (#4184.03) trails from its trail inventory and add the Middle East Pass Creek Trail to the FS Trail Inventory.
Camping	
Standard	JMJP-030 - Require human waste to be covered 6-8" deep at least 200 feet from water, and, where the terrain allows, 200 feet from campsites and trails. Alternatively, waste may be packed out.
Recreational Horse and Stock Use	
Standard	JMJP-032 - Limit the combined number of pack and saddle stock in one group to 20 head of stock.
Standard	JMJP-033 - Require pack or saddle stock to be ridden, led, or under human control. Animals are not permitted to run loose on trails or travel routes.
Standard	JMJP-034 - In camp, require stock users to pad highlines, or use tree-saver devices to minimize tree damage.
Guideline	JMJP-036 - Require stock users to locate pack and saddle stock handling areas at least 200 feet from lakes, springs, and streams, where terrain allows.
Guideline	JMJP-037 - Require stock users traveling outside of camp to tie stock to live trees greater than 8" in diameter for only short periods of time, and require use of tree-saver devices or other techniques (e.g. wrap lead around trunk twice before tying the knot) to minimize tree damage.
Signs	
Standard	JMJP-039 - Place wilderness boundary signs at known access points, such as along trails, in drainages and at passes.

Fire Management	
Management Actions	Enhance public awareness and support through educational programs about the role of fire in the ecosystem and fire's role in maintaining wilderness character.
Commercial Services	
Standard	JMJP-063 - Approve only temporary structures and facilities for outfitter and guide operations necessary to meet the public need in a manner compatible with the Wilderness environment.
Law Enforcement and Search and Rescue	
Guideline	JMJP-067 - Use the flow chart in Appendix 10 [of the WMP] for approval of motorized and mechanized emergency response.
Developments and Other Human Effects or Disturbances	
Management Action	An Operations and Maintenance Plan is under development for Sheep Mountain repeater site, and an MRA will be completed simultaneously.
Management Action	Small-scale surface disturbances (e.g. campsites, abandoned developments, or linear disturbances created by vehicles) may be rehabilitated with non-motorized, non-mechanized means. An MRA and NEPA analysis would be required for motorized or mechanized equipment. The NHPA process will be followed for all projects (mechanized or non-mechanized) with the potential to adversely affect heritage resources. Actions would generally be conducted in the following order, as needed: <ol style="list-style-type: none"> 1. Physical Closure 2. Decompaction 3. Scarifying/Pitting 4. Re-contouring 5. Vertical mulching or "iceberging" 6. Erosion control 7. Vegetative restoration
Wilderness Education and Interpretation	
Management Actions	Education and outreach is one method that may be employed or increased in response to campsite and solitude thresholds established above, but may also be employed to prevent or respond to any recreational visitor impacts.

The following list of best management practices for reducing the risk of disease transmission between pack goats and bighorn sheep is taken from the North American Packgoat Association's list of measures. Measures identified on this list may be expanded or revised, based on research.

- All pack goats will be on leads or have leads attached to their collar or halter at all times.
- All pack goats will be tethered at night within 30 feet of humans.
- If bighorn sheep are observed within 100 yards of a potential camping area, pack goat users will take all reasonable measures to move their campsite to a different area. Hazing techniques may be used to deter bighorn sheep from moving closer to campsites if necessary.
- Pack goat numbers will be limited to a maximum of three (3) pack goats per person, and a maximum of nine (9) pack goats per group.
- Where bighorn sheep are using trails for travel pack goat users will move off the trail 100 yards. If that distance is not attainable, the pack goat user will travel back along the trail away from the bighorn sheep and exit the trail when the 100 yard distance can be reached. Pack goat users will stay off the trail until bighorn sheep have passed. If visibility is limited to less than 100 yards up trail, a pack goat user will go to the trail and observe for bighorn sheep before continuing with pack goats.
- When accessing browsing areas and water, a pack goat user will check for the presence of bighorn sheep before allowing access for pack goats. Whenever possible, water access will be limited to areas of unlikely bighorn sheep use.
- In event that direct contact of a pack goat and a bighorn sheep is observed, the location and as much of a description as is possible of the sheep and incident will be written, photographed if possible and reported to the appropriate agency as soon as reasonably possible.
- If any pack goat becomes lost, missing or separated from the owner and herd every effort will be exhausted to locate and recover the lost pack goat. If the owner is unable to locate and recover the lost pack goat, contact the Salmon-Challis National Forest or BLM, Challis Field Office by phone immediately. A full disclosure of all available information will be provided including: the last known location (GPS

coordinates, legal description, geographic location, name or number of trail or trailhead), the circumstances that resulted in it becoming lost, a description of the pack goat, and any equipment that it was carrying.

RATIONALE FOR THE DECISION

I have selected **Alternative A (Proposed Action – the WMP)** with modifications as described over the other alternatives because it most appropriately meets the purposed and need. The modifications are generally changes that will not result in effects markedly different from those disclosed in the EA.

The alternative, with modifications as described, has been analyzed and I have determined that there is no significant impact as referenced in the attached FONSI. The WMP will guide management so that the preservation objectives of the Wilderness Act can be met.

I have selected **Alternative A (as modified)** because it provides the greatest attainment of the project's purpose and need – preserving wilderness character - while still being sensitive to other uses and resource concerns within the JMJP Wilderness. In making this decision, I evaluated the purpose and need for the WMP, the effects disclosed in the EA, and comments received during early scoping, scoping, and the 30-day notice and comment period (36 CFR 218). The following discussion summarizes the rationale for my decision.

As a result of discussions with Idaho Department of Fish and Game, and in coordination with the BLM, we made the following modifications to the definition of Developments provided in the glossary:

Per the Wilderness Act (Section 2c) “An area of wilderness is further defined to mean in this Act an area of undeveloped Federal land retaining its primeval character and influence, without permanent improvements or human habitation...”

Permanent Improvement. A structural or nonstructural improvement that is to remain at a particular location for more than one field season. Permanent improvements include such items as trails, toilet buildings, cabins, fences, tent frames, fire grills, and instrumentation stations. (FSM 2320.5)

Temporary Structure. Any structure that is easy to dismantle, that could be removed completely from a site between periods of actual use, and that must be removed at the end of each season of use if the non-use period is greater than 30 days. (FSM 2320.5)

Reference BLM Manual 6340, or the most current BLM wilderness policy for definitions.

Also as a result of discussions with Idaho Department of Fish and Game, the following revisions have been made to direction regarding minimum requirements analysis:

- Standard JMJP-001 was edited to read: “Implement proposed actions only when necessary to meet minimum requirements for the administration of the area as wilderness and to have the least impact to wilderness character.”
- An additional guideline was added that states: “For the purpose of determining the minimum requirement, conduct a minimum requirements analysis for any non-emergency action, including those proposed by state and federal agencies that includes a prohibited use as described in Section 4(c) of the Wilderness Act, or for other actions that may impair wilderness character.”
- The definition in the glossary for “minimum requirements analysis” was revised to read: “The process by which allowances for one of the eight prohibited uses described in Section 4(c) of the Wilderness Act are analyzed to determine if they are ‘necessary to meet minimum requirements for the administration of the area for the purpose of [the Wilderness] Act.’ ” The Minimum Requirements Decision Guide (MRDG) is typically used to perform the analysis. The BLM requires the use of the MRDG per policy (BLM Manual 6340). For more information and a copy of the current form, see <http://www.wilderness.net/MRA>.

Additionally, I have decide to shift the several standards to guidelines (JMJP-004, 015, 016, 040, 067, 068, and 072), as they are better categorized there. A guideline (FSH 1909.22.13) “allows for departure from its terms, so long as the purpose of the guideline is met.” Moving this direction to guidelines provides for flexibility, while still ensuring that the core purpose (e.g. meeting legal requirements) is met. Since by definition any deviation must achieve the same purpose, this adjustment will not change the analysis provided in the EA and the direction is still included in the WMP.

I have decided to move the standard regarding ESA Recovery Plans to the Background section under Wildlife Resources. I have considered the potential for any change to effects. This would clearly fall within the effects disclosed in the EA because there is already in place a process for incorporating recovery plans. Recovery plans can be broader in application than any one Forest or Agency and in the case of the Forest Service it is the Regional Foresters responsibility to apportion objectives among the forests (FSM 2670). A forest's apportion would be incorporated into the forest plan. This process ensures that the same result anticipated through incorporation of this standard would be met by processes already in place currently.

Further, I have added a new guideline to the Wildlife Resources section that ensures continuing coordination with Idaho Department of Fish and Game in the protection of bighorn sheep. Continuing to review the most current population surveys of bighorn sheep and review of best available science on pathogen transmission will guide management actions to ensure preservation of wilderness character.

My decision to implement the proposed action for management of natural resources (Soil, Water, Air Riparian; Vegetation and Botanical; and Wildlife and Fisheries Resources) aims to preserve the natural quality of the JMJP Wilderness, and emphasize the untrammeled quality by minimizing active management or manipulation of these resources. Invasive species management will further preserve the natural quality.

I have decided that the implementation of the pack goat management measures (as described in Alternative B) are the appropriate method for minimizing the risk of disease transmission from pack goat to bighorn sheep in the context of the JMJP Wilderness. This approach will allow for pack goat users to continue to enjoy the JMJP Wilderness, while requiring best management practices, with which many pack goat users may already be familiar, to minimize disease transmission risk.

My decision includes management of allowable uses, primarily recreational uses, within the JMJP Wilderness to both protect the natural resources and untrammeled quality, while preserving opportunities for solitude, and a primitive and unconfined type of recreation. Establishing limits on group sizes for both people and recreational stock, and establishing requirements for recreational stock handling, signing techniques, new trail construction and human waste will benefit wilderness character, with limited impact to recreational activities.

My decision is to remove the Narrow Canyon-Bowery Creek (#4178), Narrow Canyon (#4179), and Baker Creek (#4184.03) trails from the FS trail inventory. Based on this revision to the trail inventory, no closures will be implemented, or reclamation actions required. For the Narrow Canyon-Bowery Creek (#4178), Narrow Canyon (#4179) trails, they would be removed from the inventory because the majority of the trail tread was not visible or apparent at the time of designation of the Wilderness. Removal of the trails from the inventory means that no trail maintenance (e.g. re-establishment of tread, or clearing of brush or downed trees) would occur in the future.

The monitoring indicator for user-developed routes, by definition, includes any non-system trails that are established after baseline data is collected (2017-2020). These are anticipated to occur primarily around campsites, where concentrated visitor use occurs. The few fragments of trail tread associated with these two trails existing at the time of wilderness designation are included as part of the baseline data. It is my decision that should visitor use re-establish trail tread along these historic trail corridors, they would not count against this monitoring indicator.

My decision to include direction regarding educational efforts for the JMJP Wilderness aims to facilitate recreational activities, and preservation of the wilderness while minimizing impacts to wilderness character.

Commenters requested the closure of the vacant East Pass Creek Allotment under this decision. If this allotment were to be closed it would occur separate from this decision for the WMP.

The remaining direction described in the WMP is related to established policy or law, and is not analyzed in the EA, nor does it need a decision to implement (See EA Appendix A).

PUBLIC AND OTHER INVOLVEMENT

Public Involvement

Public involvement has been extensive throughout the planning and analysis process leading to this document. The public, stakeholders, the Nez Perce Tribe and Shoshone-Bannock Tribes were offered an opportunity to provide input during an early scoping period (July 25-August 25, 2016). During this early scoping period 32 letters were received, including a letter from the Shoshone-Bannock Tribes of Fort Hall. Comments generally fell into eight categories:

- Most Valued Features of the Wilderness
- Wilderness Management
- Recreation Management
- Outfitters and Guides
- Livestock Grazing
- Fire Management
- Wildlife Management
- Weed Management

Miscellaneous topics included law enforcement, search and rescue, visual resources, and rehabilitation of human disturbances. These comments were considered in development of the management guidance.

The scoping period for the draft WMP occurred February 15 to March 17, 2017. In February and early March, three scoping meetings were offered to the public in Challis, Mackay, and Ketchum. The agencies also outreached through their respective webpages and social media. During the scoping period 30 comment letters were received, including letters from the following organizations, State, and local agencies:

- Backcountry Horsemen of Idaho
- Boulder-White Clouds Council
- Custer County Commissioners
- Custer Co./Wilderness Society
- Idaho Cattle Association
- Idaho Department of Agriculture
- Idaho Department of Fish and Game
- Idaho Conservation League/Wilderness Society
- Idaho Outfitter & Guide Association
- Idaho Recreation Council
- Ken Smith Hunting
- North American Packgoat Association
- Trout Unlimited
- Wild Sheep Foundation
- Wilderness Watch
- Western Watershed Project
- Wildlands Defense
- White Cloud Outfitters

The 30-day opportunity to comment on the proposed plan (per 36 CFR 218 Subparts A and B) occurred October 27-November 27, 2017 and included public meetings in Mackay, Challis, Stanley, and Ketchum. A legal notice was issued in the Challis Messenger, the paper of record on October 27, 2017. During this time, 32 parties submitted comments.

Commenters voiced a variety of concerns including, but not limited to, potential beneficial and adverse impacts on wilderness character, recreational users, wildlife, and outfitter and guide operations. The planning record contains all written comments received relative to this project and Appendix B of the EA discloses how the Interdisciplinary Team addressed those concerns.

The BLM, Challis Field Office and Salmon-Challis National Forest met early, regularly, and in an on-going process with the Custer County Commissioners, including each of the public involvement opportunities: project kick-off meetings, early scoping period, scoping period, and the comment period. Agency representatives from the BLM and the FS regularly provided updates at the monthly County Commissioners meetings, and at the Natural Resource Advisory Committee (NRAC) meetings. The agencies provided a monthly newsletter via email to stakeholders, including the county, to provide regular planning updates. The County Commissioners requested several meetings during the planning process, including briefings prior to the initiation of the scoping and comment periods. The agencies met with the commissioners February 10, 2017 prior to the start of the scoping period, August 8, 2017 to discuss the wilderness plan process, and October 17, 2017 prior to the start of the comment period.

Regulatory and Government Consultation

Scoping letters were sent to the U.S. Fish and Wildlife Service and NOAA Fisheries representatives via email on February 14, 2017, soliciting comments on the draft WMP. Biological Evaluations (BE) consistent with

requirements of Section 7 of the Endangered Species Act were prepared. Determinations disclosed in the wildlife biological evaluation (BE) have concluded that my decision would have no effect to yellow-billed cuckoo, Canada lynx, and wolverine (EA, pp 60). The fish biological evaluation concluded that my decision will have no effect to steelhead, bull trout, and Chinook salmon or their designated critical habitat (EA, pp 73).

The BLM, Challis Field Office and Salmon-Challis National Forest met early, regularly, and in an on-going process with the Custer County Commissioners. From project kick-off meetings (May 19, 2016 in Ketchum and Stanley, June 2, 2016 in Challis), the early scoping period (July 25-August 25, 2016), the scoping Period, (February 15-March 17, 2017), and the comment period (October 27-November 27, 2017), the County Commissioners provided input throughout the process. Agency representatives from the BLM and the FS regularly provided updates at the monthly County Commissioners meetings, and at the NRAC meetings. The agencies provided a monthly newsletter via email to stakeholders, including the county, to provide regular planning updates. The County Commissioners requested several meetings during the planning process, including briefings prior to the initiation of the scoping and comment periods. The agencies meet with the commissioners February 10, 2017 prior to the start of the scoping period, August 8, 2017 to discuss the wilderness plan process, and October 17, 2017 prior to the start of the comment period, and provided a briefing on April 3, 2018.

Government to Government Tribal Consultation

Tribal governments have a unique legal and political relationship with the United States government as reflected in the United States Constitution, treaties, statutes, court decisions, executive orders, and memoranda. The Shoshone-Bannock Tribes of Fort Hall and the Nez Perce Tribes were contacted regarding the project (letters sent July 25, 2016, February 2, 2017, and October 23, 2017). The Shoshone-Bannock Tribes of Fort Hall provided a comment letter during the early scoping period. The JMJP plan was also discussed during staff-to-staff coordination meetings between the SCNF and the Shoshone-Bannock Tribes on October 4, 2016, April 4, 2017 and October 3, 2017.

OTHER ALTERNATIVES CONSIDERED

In addition to the selected Alternative A, two alternatives were developed and analyzed in detail in the EA: Alternative B (Natural-Focus Alternative), and Alternative C (Minimum Management). The discussion below summarizes my rationale for not selecting either of these alternatives.

Alternative B (Natural-Focus Alternative) – Alternative B emphasizes protection of wilderness character with measures aimed at protecting wildlife, and opportunities for solitude and primitive recreation by applying restrictions on visitor use. This alternative included additional measures for pack goat management to minimize risk of contact with bighorn sheep, and when compared with Alternative A, smaller group size limits for people and recreational stock, and also analyzed a permit system.

While Alternative B includes additional direction for the protection of wilderness character, wildlife, and recreation, it would be at the expense of additional regulation on recreational uses, including pack goat user restrictions, smaller group sizes, and permits for all visitors. This alternative was not selected as it does not best meet the purpose and need of the project.

Alternative C (Minimum Management) – Under Alternative C, the Wilderness would be managed solely according to legislative and regulatory requirements, including the Wilderness Act, agency-specific policy (BLM Manual 6340, FS Manual 2320, among others), BLM Challis Field Office Resource Management Plan (1999), and the FS Challis Forest Plan, as revised (1989), without the proactive guidance of a detailed wilderness management plan to manage uses and protect wilderness character.

In addition to the above alternatives, one other alternative was considered, but not analyzed, and that was the No Action Alternative. A true No Action Alternative would not comply with law or policy, because the FS is required to manage designated wilderness according to standards that were not in effect prior to the designation. Further, the enabling legislation requires the agencies develop “wilderness management plans for the wilderness areas.”

CONSISTENCY WITH THE FOREST PLAN, NFMA, AND OTHER LAWS

FOREST PLAN

My decision is consistent with the Challis National Forest Land and Resource Management Plan, as amended (USDA 1987) (Forest Plan). I have evaluated my decision against the Forest Plan goals, objectives, standards, and guidelines for consistency with the Forest Plan. As stated in the EA (Chapter 1), my decision is consistent with direction in the Forest Plan.

NATIONAL FOREST MANAGEMENT ACT (NFMA)

My decision is based on detailed Forest Plan consistency documentation included in the project record. My decision does not include the harvest, cutting, or manipulation of any vegetation subject to the seven requirements in 36 CFR 219.27(b).

OTHER LAWS

As summarized below, my decision is consistent with Federal, State, and local laws or requirements imposed for the protection of the environment.

Endangered Species Act

The EA discloses the effects of my decision to threatened or endangered species (EA, pp 57-58 and 73). This required disclosure involves wildlife and fish species listed under the Endangered Species Act of 1973, as amended (ESA). Alternative A would have no effect to any threatened or endangered wildlife or fish species or designated critical habitat.

The Wilderness Act and the Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act

The Wilderness Act of 1964 (Public Law 88-577; 16 U.S.C. 1131) was enacted by Congress to “secure for the American people, an enduring resource of wilderness for the enjoyment of present and future generations”. This act was passed “in order to ensure that an increasing population, accompanied by expanding settlement and growing mechanization, does not occupy and modify all areas within the United States and its possessions, leaving no lands designated for preservation and protection in their natural condition...”(Section 2 [a]).

The *Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act* (P.L. 114-46), which under Sec. 102 Administration, states “(a) IN GENERAL.- Subject to valid existing rights, each wilderness area shall be administered by the Secretary in accordance with the Wilderness Act (16 U.S.C. 1131 et seq.)...” Additionally, P.L. 114-46 requires: “Not later than 3 years after the date of enactment of this Act, the Secretary of Agriculture and the Secretary of Interior shall collaboratively develop wilderness management plans for the wilderness areas.”

As analyzed in the EA, my decision will preserve wilderness character overall. Alternative A would benefit or maintain the qualities of untrammeled, natural, undeveloped, outstanding opportunities for solitude or primitive and unconfined recreation, and other features of value, while balancing the impacts to outstanding opportunities for primitive and unconfined recreation resulting from additional visitor regulation (group sizes).

Clean Water Act, The Federal Water Pollution Control Act of 1972 (PL 92-500) as amended in 1977 (PL 95-217) and 1987 (PL 100-4)

My decision is consistent with the Clean Water Act and its amendments and will provide excellent management direction for water resources (EA, p. 73).

Migratory Bird Treaty Act

My decision will comply with the Migratory Bird Treaty Act (EA, p 66). The proposed action will not result in ‘take’ of any migratory birds. In addition, this project complies with Executive Order 13186 because the analysis meets agency obligations as defined under the January 16, 2001 Memorandum of Understanding between the Forest Service and U.S. Fish and Wildlife Service designed to complement Executive Order 13186.

National Historic Preservation Act

My decision will have no direct, indirect, cumulative effects on cultural resources and is consistent with the National Historic Preservation Act (EA, p. 74).

The Clean Air Act, as amended in 1990

My decision is consistent with the Clean Air Act and its amendments and will provide excellent management direction for water resources (EA, p. 73).

American Indian Religious Freedom Act, Executive Order 12875, Executive Order 13007, Executive Order 13175, and Native American Graves Protection and Repatriation Act

The American Indian Religious Freedom Act, Public Law No. 95-341, 92 Stat. 469 (Aug. 11, 1978) (commonly abbreviated to AIRFA), is a United States federal law and a joint resolution of Congress that was passed in 1978. AIRFA was enacted to protect and preserve the traditional religious rights and cultural practices of American Indians, Eskimos, Aleuts, and native Hawaiians. Executive Order 13175 established a requirement for regular and meaningful consultation between federal and tribal government officials on federal policies that have tribal implications. Executive Order 12785 was enacted in order to reduce unfunded mandates upon State, local, and tribal governments; to streamline the application process for and increase the availability of waivers to State, local, and tribal governments; and to establish regular and meaningful consultation and collaboration with State, local, and tribal governments on Federal matters that significantly or uniquely affect their communities. Executive Order 13007 was enacted in order to protect and preserve Indian religious practices. The Native American Graves Protection and Repatriation Act provides a process for museums and Federal agencies to return certain Native American cultural items, such as human remains, funerary objects, sacred objects, or objects of cultural patrimony, to lineal descendants, and culturally affiliated Indian tribes and Native Hawaiian organizations.

Two federally recognized Native American tribes have expressed interest in activities proposed in this area; Nez Perce and Shoshone-Bannock Tribes. The Salmon-Challis National Forest has established both staff to staff relationships with resource management departments with these Tribes and formal Government to Government consultations to have early and often communication regarding proposed actions on the Forest and potential effects to sensitive Tribal resources or traditional cultural properties. Mailings, meetings, and consultation are summarized above in the Government to Government Tribe Consultation Section of this Decision.

Nez Perce Treaty of 1855 and 1863, Shoshone-Bannock Tribes Fort Bridger Treaty of 1868

The Nez Perce Tribe and Shoshone-Bannock Tribes interests go beyond that of spiritual, cultural, and economic to the unique legal relationship that the United States government has with American Indian tribal governments. Federally recognized tribes are sovereign nations who work with the Federal government and its agencies through the process of government-to-government consultation. The Federal trust relationship with each tribe was recognized by, and has been addressed through, the Constitution of the United States, treaties, executive orders, statutes, and court decisions. The ancestors of the modern day Nez Perce and Shoshone-Bannock were present in the area long before the establishment of the Salmon-Challis National Forest and continue to use the land to this day. Many of the treaties and executive orders signed by the United States government in the mid-1800s reserved homeland for the tribes. Additionally, the treaties with the Nez Perce and Shoshone-Bannock reserved certain rights outside of established reservations, including fishing, hunting, gathering, and grazing rights.

My decision approves standards and guidelines developed for other resources which also protect tribal resources.

Environmental Justice (Executive Order 12898)

My decision will have no disproportionately high and adverse human health impact, including social and economic impacts, on minority or low-income human populations (EA, pp. 74-75).

Best Available Science

The conclusions disclosed in the EA and summarized in this document are based on a review of the project's record that reflects consideration of relevant scientific information and responsible opposing views where raised by internal or external sources, and the acknowledgement of incomplete or unavailable information, scientific uncertainty, and/or risk where pertinent to the decision being made.

Idaho Roadless Rule

My decision is consistent with the Idaho Roadless Rule.

FINDING OF NO SIGNIFICANT IMPACT

I have reviewed the Council on Environmental Quality Regulations for significance (40 CFR 1508.27) and have determined that this decision is not a major federal action that would significantly affect the quality of the human environment, either individually or cumulatively. Preparation of an environmental impact statement pursuant to Section 102 (2)(c) of the National Environmental Policy Act of 1969 is not required. This determination is based on the following factors as outlined in 40 CFR 1508.27.

1. The selected alternative will be limited in geographic application [40 CFR 1508.27(a)].

Activities associated with my decision will be confined to the JMJP Wilderness. As defined in the purpose and need and the proposed action, my decision is restricted to National Forest System Lands within the JMJP Wilderness.

2. My decision will not result in any significant beneficial or adverse effects [40 CFR 1508.27(b)(1)].

The environmental assessment has considered both beneficial and adverse impacts of the wilderness management plan. Overall, the plan will result in protection of wilderness character, which includes untrammeled, naturalness, undeveloped, and outstanding opportunities for solitude or a primitive and unconfined type of recreation, and special features, including Herd Lake. Preserving the natural ecosystem and opportunities for recreation would improve the quality of the human environment.

The analysis documented in Chapter 3 of the EA did not identify any individually or cumulatively significant impacts resulting from implementation of the WMP (EA Chapter 3). The project record contains additional technical reports. In considering the wilderness resource as a whole, I have determined that the effects to wilderness character will not be significant.

3. The selected alternative will not result in substantive effects on public health or safety [40 CFR 1508.27(b)(2)].

The proposed WMP would not result in significant effects on public health and safety.

4. My decision will not result in any significant effects on any unique characteristics of the geographic area, historic or cultural resources, park lands, prime farmlands, wetlands, wild and scenic rivers, or ecologically critical areas [40 CFR 1508.27(b)(3)].

The planning area encompasses designated wilderness. Congress designated the JMJP Wilderness to ensure protection of wilderness character. The Wilderness Act (Section 2a) states that wilderness areas "shall be administered for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness, and so as to provide for the protection of these areas, the preservation of their wilderness character." The EA describes affects to the wilderness resource, and concludes that the WMP would not result in significant effects (EA Chapter 3).

There would be no effect to fish and wildlife species listed under the Endangered Species Act (pp. 57-58 and 73). There would be no impact to sensitive wildlife species apart from bighorn sheep (pp. 58-66). Bighorn may be impacted, but implementation of the wilderness management plan would not contribute towards Federal listing or a loss of viability of the population or the species (p. 67). I considered this analysis and the determination that there is

no expected loss of viability of the population when making my conclusion that my decision would indeed preserve wilderness character.

The implementation of the pack goat BMP guidelines would minimize risk of contact between pack goats and bighorn sheep. Based upon my review of the project record, the low risk of contact combined with the lower risk of disease transmission between bighorn sheep and pack goats (p. 32, Pils and Wilder 2017), I determined there was no need to conduct a risk of disease transmission analysis. Selection of Alternative B for the implementation of the pack goat management measures, in combination with the low risk of contact and lowered risk of disease of transmission will fulfill my responsibility to preserve wilderness character. This approach is also responsive to preserving opportunities for primitive and unconfined recreation, while allowing recreational users opportunities to disperse and experience solitude.

As stated in the EA, no adverse effects to historic or cultural resources (EA, p 74), or wetlands (p. 73). No wild and scenic rivers, park lands, prime farmlands, or ecologically critical areas were identified in the project area.

5. The selected alternative will not result in any effects that are likely to be highly controversial [40 CFR 1508.27(b)(4)].

Controversy in this context refers to situations where there is substantial dispute as to the size, nature, or effect of the federal action, rather than opposition to its implementation. The scientific basis for the analysis is contained in the project record and summarized in the EA. Standard analysis techniques and models were used. Literature supporting the use of these models and qualitative discussions, as used in this analysis, is contained in the project's planning record (EA Chapter 3).

6. The effects associated with the Selected Alternative will not result in any highly uncertain, unique, or unknown risks [40 CFR 1508.27(b)(5)].

The environmental analysis, including the EA, resource technical reports, and biological evaluations (contained in the planning record), determined that the selected alternative will not involve any highly uncertain or unknown risks (EA, Chapter 3). The management activities associated with my decision are typical of those successfully implemented in the past, and both within and external to designated wilderness.

7. My decision does not establish a precedent for future actions with significant effects nor does it represent a decision in principle about a future consideration [40 CFR 1508.27(b)(6)].

My decision is consistent with direction found in the Forest Plan. Implementing my decision will not establish a precedent for future actions with significant effects nor does it represent a decision in principle about a future consideration.

8. The analysis documented in the EA discloses that my decision will not result in any significant short-term, long-term, or cumulative effects [40 CFR 1508.27(b)(7)].

Chapter 3 of the EA discloses that the Alternative A will not result in any known significant temporary, short term, long term, or cumulative effects.

9. My decision will not adversely affect sites or objects listed or eligible for listing in the National Register of Historic Places, nor will it cause the loss or destruction of significant scientific, cultural, or historic resources [40 CFR 1508.27(b)(8)].

My decision will not result in the loss or destruction of important or significant scientific, cultural, or historic resources (EA, Chapter 3).

10. My decision will not adversely affect threatened or endangered species or their habitats [40 CFR 1508.27(b)(9)].

As described above under "Endangered Species Act", my decision will not adversely affect any endangered or threatened species or its habitat.

11. My decision is consistent with Federal, State, and local laws and requirements imposed for the protection of the environment [40 CFR 1508.27(b)(10)].

Consistency with laws or requirements imposed for protection of the environment is discussed above under "Consistency with Forest Plan and with Laws and Regulations," and Background section (p. 2) of the EA. The project's planning record provides supporting information.

IMPLEMENTATION

Implementation may begin immediately following approval of the wilderness management plan.

Charles A. Mark

8/9/18

Charles A. Mark
Forest Supervisor
Salmon-Challis National Forest

Date

References

Pils A., and J. Wilder. 2017. Risk analysis of disease transmission between domestic sheep and goats and Rocky Mountain bighorn sheep. USDA Forest Service, Shoshone National Forest, Wyoming. December 2017.

Acronyms

AFWA	Association of Fish & Wildlife Agencies
AIM	Assessment Inventory Monitoring
AML	Appropriate Management Level
APHIS	Animal and Plant Health Inspection Services
ARPA	Archaeological Resources Protection Act
BLM	Bureau of Land Management
CFR	Code of Federal Regulations
cfs	cubic feet per second
CHMA	Challis Herd Management Area
EA	Environmental Assessment
EIS	Environmental Impact Statement
ESA	Endangered Species Act
FLRMA	Forest Land Resource Management Act
FP	Forest Plan
FRCC	Fire Regime Condition Class
FS	Forest Service
FSM	Forest Service Manual
IOGLB	Idaho Outfitter and Guide Licensing Board
JMJP	Jim McClure-Jerry Peak (Wilderness)
MIM	Multiple Indicator Monitoring
MIST	Minimum Impact Suppression Tactics
MOU	Memorandum of Understanding
MRA	Minimum Requirements Analysis
NEPA	National Environmental Policy Act
NFS	National Forest System
NHPA	National Historic Preservation Act
NMFS	National Marine Fisheries Service
NRHP	National Register of Historic Places
RMP	Resource Management Plan
ROD	Record of Decision
SAR	Search and Rescue
SCNF	Salmon-Challis National Forest
SHPO	State Historic Preservation Officer
USDA	United States Department of Agriculture
USFWS	United States Fish and Wildlife Service
WFRH&B	Wild Free Roaming Horses and Burros Act
WMP	Wilderness Management Plan
WSA	Wilderness Study Area (BLM designation)

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INTRODUCTION

BACKGROUND

The United States Congress established the National Wilderness Preservation System through the Wilderness Act of 1964 (Public Law 88-577; 16 U.S.C. 1131-1136) as a system of federal lands "where the earth and its community of life are untrammelled by man, where man himself is a visitor who does not remain." This law was created to assure that an increasing population, accompanied by expanding settlement and growing mechanization, does not occupy and modify all areas within the United States. Wilderness designation is intended to preserve and protect certain lands in their natural state. Only Congress, with Presidential approval, may designate lands as wilderness. The Wilderness Act defines wilderness, the uses of wilderness, and the activities prohibited within its boundaries.

Wilderness areas provide a contrast to lands where human activities dominate the landscape. No buffer zones are created around wilderness to protect them from the influence of activities on adjacent land. Wilderness areas are managed for preservation of wilderness character, and for the use and enjoyment of the American people.

WILDERNESS OVERVIEW

The United States Congress designated the Jim McClure-Jerry Peak (JMJP) Wilderness (116,898 acres) on August 7, 2015. All of the Wilderness is in Idaho and is managed by the Bureau of Land Management (BLM), Idaho Falls District, Challis Field Office (21,913 acres; 19%) and the Forest Service (FS; 94,985 acres; 81%), Challis-Yankee Fork Ranger District and administered by the Middle Fork Ranger District. See Figure 1. The JMJP Wilderness lies entirely within Custer County.

The JMJP Wilderness defies the stereotype of "rocks and ice" wilderness. The mountainous terrain varies from gently rolling hills, flats, and benches of sagebrush and grasses around 6,000 feet to rugged slopes blanketed with fir and pine trees and elevations rising to over 10,000 feet. A number of peaks exceed 10,000 feet, including Jerry Peak, Sheep Mountain, and Bowery Peak.

The JMJP Wilderness provides quality habitat for ungulate species such as elk, mule deer, moose, mountain goat, bighorn sheep, and pronghorn antelope. The area also provides habitat and travel corridors for large carnivores such as wolverine and wolves. Greater sage-grouse are found on the expansive sagebrush slopes.

The JMJP Wilderness encompasses headwaters of the East Fork Salmon River which supports populations of bull trout, Chinook salmon, and steelhead trout. Various creeks provide important spawning and rearing habitats for a variety of anadromous and native fish. The salmon and steelhead migration from the Pacific Ocean represents one of the longest, highest-elevation salmon migration routes in the world. The cool snow meltwater streams are the lifeblood of the area and also sustain native cutthroat and rainbow trout.

The area offers world-class backcountry experiences including hunting, fishing, hiking, wildlife viewing, backpacking, skiing, and horseback riding. Backcountry camping opportunities abound.

SCOPE OF THE WILDERNESS MANAGEMENT PLAN

This Wilderness Management Plan (WMP) provides the primary management direction for the JMJP Wilderness. Planning for wilderness is to apply the Wilderness Act, enabling legislation, agency policy and regulations into direction for a specific area. All four serve as sideboards while developing a wilderness plan. A WMP guides the preservation, management, and use of the wilderness to ensure that wilderness "is unimpaired for future use and enjoyment as wilderness" (Wilderness Act).

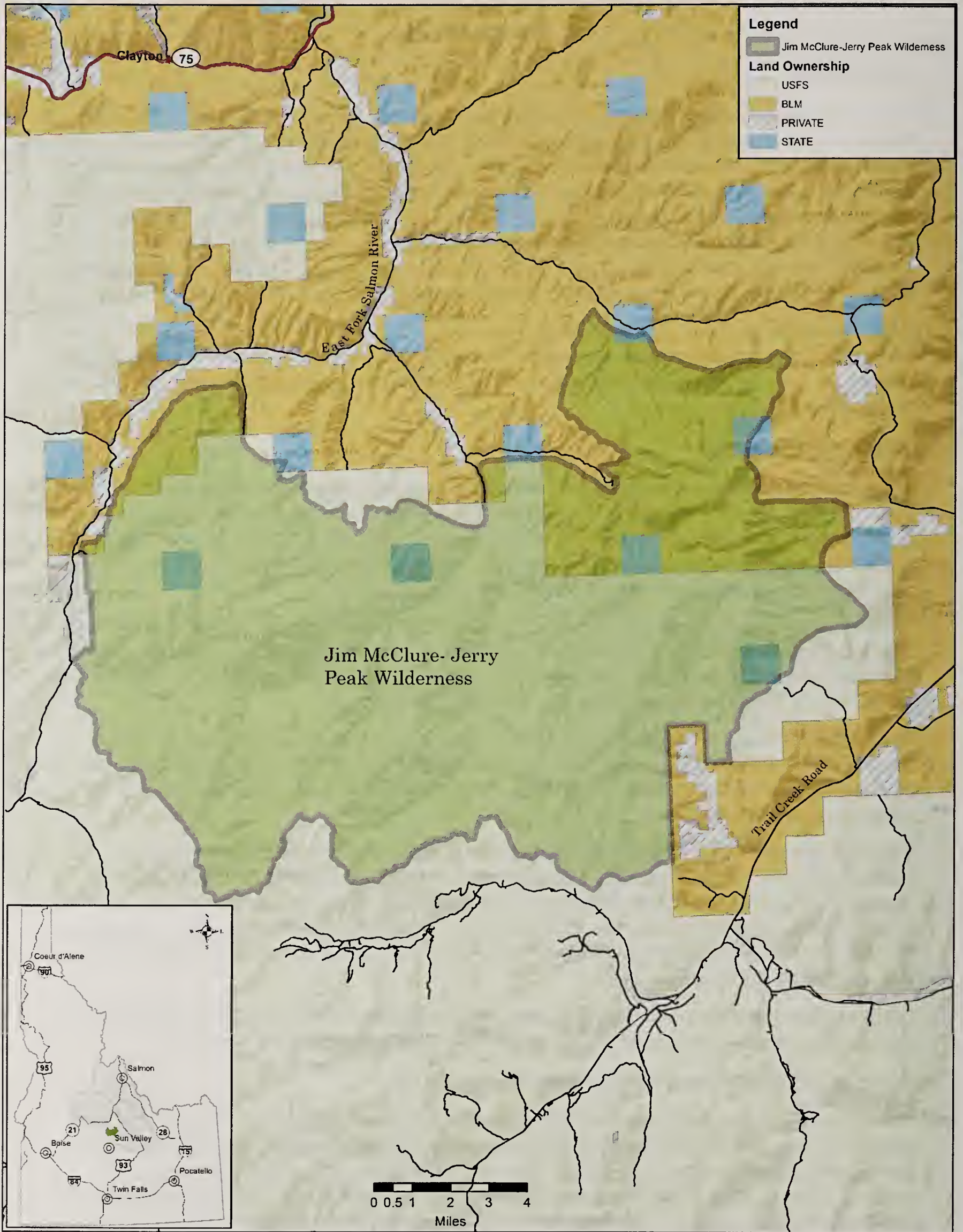


Figure 1: Overview Map of the JMJP Wilderness

The WMP contains current comprehensive description of the JMJP Wilderness and proposed management direction organized by resource. It defines an acceptable range of desired resource and social conditions.

PURPOSE OF AND NEED FOR THE WILDERNESS MANAGEMENT PLAN

The purpose of a WMP is to create specific desired conditions, standards, and guidelines for managing resources in order to preserve the plan area's wilderness character. The plan identifies actions that will be implemented upon adoption of the WMP and those actions that may be implemented in the future if changes in conditions occur.

Per the Wilderness Act (Section 4), "... each agency administering any area designated as wilderness shall be responsible for preserving the wilderness character of the area." Although wilderness character is a complex idea and is not explicitly defined in the Wilderness Act, the qualities of wilderness character are commonly described as:

- **Untrammeled**—Area is unhindered and free from intentional actions of modern human control or manipulation.
- **Natural**—Area appears to have been primarily affected by the forces of nature and are substantially free from the effects of modern civilization.
- **Undeveloped**—Area is essentially without permanent improvements or the sights and sounds of modern human occupation, and it retains its primeval character.
- **Outstanding opportunities for solitude or a primitive and unconfined type of recreation**—Area provides outstanding opportunities for people to experience solitude or primeval and unrestricted recreation including the values associated with physical and mental inspiration, challenge, self-reliance, self-discovery, and freedom.
- **Other Features of Value**—Area may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value. Though not required of any wilderness, these characteristics, if present, must be protected as rigorously as any of the other four required qualities.

The need for the proposed action, the management plan, originates from the *Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act* (P.L. 114-46), which under Sec. 102 Administration, states "(a) IN GENERAL.- Subject to valid existing rights, each wilderness area shall be administered by the Secretary in accordance with the Wilderness Act (16 U.S.C. 1131 et seq.)..." Additionally, P.L. 114-46 requires: "Not later than 3 years after the date of enactment of this Act, the Secretary of Agriculture and the Secretary of Interior shall collaboratively develop wilderness management plans for the wilderness areas."

CONSISTENCY WITH FS AND BLM LAND USE PLANS

Challis Forest Plan

This WMP direction applies to the National Forest System lands of the JMJP Wilderness and is consistent with the Challis National Forest Land and Resource Management Plan (Forest Plan; FS, 1987). The WMP will be incorporated into current Challis Forest Plan as a management approach. The forthcoming, revised forest plan, which is anticipated to be completed in 2020, will provide plan components appropriate for the protection and management of the JMJP Wilderness.

Challis Resource Area Record of Decision and Resource Management Plan

This WMP direction applies to the BLM portion of the JMJP Wilderness and is consistent with the Challis Resource Management Plan (RMP; BLM, 1999). The Challis RMP includes direction for wilderness study

areas (WSAs) released from wilderness consideration, and limited guidance regarding management of designated wilderness, including the following direction: withdrawal [of designated lands] from mineral entry and general land laws (p. 89), incorporation of Minimum Impact Suppression Tactics (MIST) Guidelines when managing wildland fire (p.104) and providing recreation opportunities for the remainder of the Resource Area not included in a special recreation management area, including areas specifically for unstructured outdoor experiences (p. 55). Further, the RMP directs closure of the Upper Lake Creek Campground (p. 55): Close the Upper Lake Creek campground and maintain the existing road above Herd Lake as a non-motorized trail only.

ISSUES RESOLVED BY POLICY

The following topics have been addressed by law or agency policy. They are not further discussed in this Plan.

Wilderness Designation – The JMJP Wilderness was designated through the *Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act*. This Plan does not consider releasing the wilderness designation. The boundaries of the Wilderness were set through passage of the Act and are not open to review through this planning process.

Per the wilderness designation certain regulations apply, and are not discussed in detail in this document. See 36 CFR Part 261.18 - National Forest Wilderness and 43 CFR Part 6300 – Management of Designated Wilderness Areas.

Hunting and Fishing – Hunting, fishing and trapping regulations are written and enforced by the state as stated in the *Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act*, Section 102 (g):

“Nothing in this title affects the jurisdiction of the state of Idaho with respect to the management of fish and wildlife on public land in the state, including the regulation of hunting, fishing, and trapping within the wilderness areas.”

Livestock Grazing and Allotment Management Plans - Grazing of livestock, where established prior to August 7, 2015, shall be administered in accordance with Section 4(d)(4) of the Wilderness Act, Section 102(e) of the *Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act* and the grazing guidelines in House Report 96-617, and Appendix A of House Report 101-405 (See Appendix 7 of this document). Waiver and donation of grazing permits and leases, as identified in the designating legislation, is separate from this planning process.

Designation of wilderness does not affect grazing preference nor does it preclude the development of Allotment Management Plans. These items are administered according to the regulations in 36 CFR Part 222, and 43 CFR 4100. In accordance with existing FS and BLM policy, periodic interdisciplinary allotment evaluations assess ecological effects associated with livestock grazing to update grazing management on those allotments.

The designation of wilderness may affect some of the methods used to maintain range improvements, and this is discussed in this WMP.

Fort Bridger Treaty of July 3, 1868 - The Shoshone-Bannock Tribes have ancestral treaty rights to uses of the Salmon-Challis National Forest (SCNF) that includes the Wilderness. The relationship of the United States government with American Indian tribes is based on legal agreements between sovereign nations. The Fort Bridger Treaty of July 3, 1868, reserved the hunting, fishing, and gathering rights of tribal members on “all unoccupied lands of the United States so long as game is present thereon.” This right applies to all federal lands administered by the BLM and FS.

BEYOND THE SCOPE OF THIS PLAN

The following topics are addressed entirely or in more detail in other agency documents or plans.

Travel Management - Transportation and travel management of routes and designations outside of designated wilderness (e.g. routes that provide access to the Wilderness boundary, and/or occur within released WSAs) are outside the scope of this plan and would be addressed through separate travel management planning.

Trailhead Amenities - During scoping, it was suggested by the public that existing facilities at Little Boulder trailhead may not be sufficient to support current levels of recreational use. Proposed improvements outside the Wilderness boundary are outside the scope of this Plan and would be required to undergo a separate NEPA analysis process prior to approval.

WILDERNESS MANAGEMENT DIRECTION

INTRODUCTION

This WMP does not repeat guidance that is already contained in existing laws and policies (for example, the Wilderness Act, the Endangered Species Act or the Clean Water Act, and existing Federal Regulations). It does not describe the methods, the “how to,” or the schedule of implementing the direction, nor does it describe the day-to-day or operational actions to be carried out in the management of wilderness. The rate of implementation and management activities are dependent on the annual budgeting process. National Environmental Policy Act (NEPA) analysis will be conducted to support management decisions made at the site-specific level. All actions are supplemental to and consistent with wilderness laws, regulations and policies, which must be further consulted in the event of unforeseen issues.

GENERAL WILDERNESS MANAGEMENT DIRECTION

The Wilderness Act provides general direction for managing wilderness and protecting wilderness character. The Act states that wilderness areas “...secure, for the American people of present and future generations, the benefits of an enduring resource of wilderness...unimpaired for future use and enjoyment.” It further states that Congress intended to manage these wildernesses so that “...the earth and its community of life are untrammelled by man....” Wilderness is defined as “retaining its primeval character and influence...,” and it “...appears to have been affected primarily by the forces of nature, with the imprint of man’s work substantially unnoticeable.” Further, wilderness “has outstanding opportunities for solitude or a primitive and unconfined type of recreation...” and “may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value.”

The FS manages wilderness to meet five primary objectives, as outlined in the Recreation, Wilderness, and Related Resource Management planning manual (FSM 2320—Wilderness Management). The BLM is guided by four primary goals in management of wilderness, as defined in Appendix 1 of the BLM Manual 8561 for Wilderness Management Plans.

Wilderness

Background

The *Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act* designated the JMJP Wilderness on August 7, 2015. Prior to designation as Wilderness, all of the BLM managed portion was managed as the Jerry Peak and Jerry Peak West WSAs. The FS portion of the Wilderness was managed as the Boulder-White Clouds Roadless Area with a Wild Land Recreation Area theme designation.

Untrammelled: Portions of the JMJP Wilderness have had some degree of human control or manipulation of the biophysical environment. Past activities, which have affected the untrammelled quality of the wilderness include prescribed burning, historic mining and grazing activities. More recently, trammeling actions include management of wildland fire and weeds, fish stocking, and livestock grazing.

Natural: The natural quality of these wilderness areas is largely intact. The varying elevations in the area provide important habitat for a wide array of fish and wildlife species. Vegetation ranges from mountain sagebrush to whitebark pine ecosystems. Some changes to the native vegetation composition have occurred in portions of the Wilderness, including the introduction of non-native species and impacts from grazing.

Undeveloped: These areas show few signs of permanent improvements and human habitation; however, at the time of designation, certain uses (e.g. motorized access for search and rescue or fire suppression) and existing developments were present. Developments for permitted livestock grazing use includes fences, developed springs, troughs and pipelines. Existing recreation-related developments include trails, corrals, meat poles and campsite furniture. Other existing developments include: a radio repeater site on Sheep Mountain, abandoned or unauthorized vehicle routes, mining debris, and historic cabins. Generally, these developments are rare when considering the vastness of the landscape. Motorized equipment or mechanized vehicle use also affects the undeveloped quality, and include emergency administrative authorizations for fire suppression and search and rescue. Unauthorized motorized and mechanized recreational uses occur into Wilderness along the boundary roads.

Outstanding opportunities for solitude or a primitive and unconfined recreation: The JMJP Wilderness provides outstanding opportunities for solitude and primitive, unconfined recreation. The varying topography of the Wilderness and relatively few trails provide excellent opportunities for solitude. In addition, there is a range of recreational experiences to be found, including short day hikes, plentiful backpacking options, multi-day pack trips or off trail scrambles allowing for exploration and discovery.

Other Features of Value: Night sky visibility in the JMJP Wilderness is outstanding and contributes to wilderness character.

Herd Lake is an excellent example of a relatively uncommon barrier lake. Barrier lakes form when a river is naturally dammed by mass wasting such as landslides, debris flows, avalanches, and lava flows. Herd Lake formed very recently (2,500 years ago) (Kile et al. 2016) in geologic time by one or more landslides (rock slides) in which volcanic talus was deposited across the narrow Lake Creek drainage. The talus contains sufficient fine material (deposited by landslide action and/or by Lake Creek moving through the talus) to restrict the flow of Lake Creek such that Herd Lake formed and Lake Creek now flows from the lake at an elevation of approximately 7,176 feet compared to a pre-landslide elevation of approximately 7,070 feet. Even more uncommon, the landslide-dammed lake has very high productivity and sedimentation rates compared to other lakes in the Salmon River basin such that there is a seasonal sediment record (varves) for nearly the entire history of the lake (Kile et al. 2016).

Desired Conditions

In the JMJP Wilderness, ecological processes prevail, with little or no evidence of human influence or development. People visiting the JMJP Wilderness can find outstanding opportunities for solitude, and primitive and unconfined recreation, including exploration, solitude, risk, and challenge.

Protect and preserve the existing wilderness character of this area (as described above).

Goals

Preserve the untrammeled quality of wilderness character by exercising restraint on actions that manipulate any aspect of the Wilderness unless such actions are necessary to preserve wilderness character as a whole or are necessary to accommodate compliance with other applicable laws.

Provide for the use and enjoyment of the Wilderness while maintaining outstanding opportunities for primitive recreation and solitude, through minimal visitor use regulations or developments.

Protect and preserve the undeveloped and natural qualities of the Wilderness by removing unnecessary facilities and minimizing or restoring human-caused surface disturbances (in conformance with the NHPA).

Manage and coordinate all resources and uses within the Wilderness in a manner that recognizes the interrelationships of these components and their effect on wilderness character.

Implement proposed actions as necessary to meet minimum requirements for the administration of the area as wilderness while preserving wilderness character long-term.

Manage the FS and BLM portions of the JMJP Wilderness through a single management plan to provide a maximum amount of management consistency in wilderness protection across administrative boundaries.

Minimize conflicting restrictions for visitors and emphasize stewardship of natural resources.

Management Direction

Standards

JMJP-001 - Implement proposed actions only when necessary to meet minimum requirements for the administration of the areas as wilderness and to have the least impact to wilderness character.

JMJP-002 - Remove existing developments unless they are determined to be the minimum necessary for the administration of the area as wilderness, or are:

- a) Associated with valid existing rights,
- b) Authorized range developments,
- c) Of historical or cultural value (in conformance with the NHPA), or
- d) Upper Lake Creek Campground, unless it becomes unsafe or unusable (see Developments and other Human Effects or Disturbances section).

JMJP-003 - If total traveling and campsite encounters increase by 10%¹ or more over two monitoring periods management actions will be taken to maintain wilderness character, as described under the Management Actions.

Guidelines

JMJP-004 - Allow natural processes to maintain ecosystem functions, whenever possible. Where human activities have altered conditions in the Wilderness, active restoration may be considered if it is determined through MRA to be the minimum necessary for the administration of the area for the purpose of the Wilderness Act.

JMJP-005 - For the purpose of determining the minimum requirement, conduct a minimum requirements analysis for any non-emergency action, including those proposed by State and federal agencies that includes a prohibited use as described in Section 4(c) of the Wilderness Act, or for other actions that may impair wilderness character.

JMJP-006 - Ensure, where possible, management between the Forest Service and BLM, including regulation of visitor uses, appears seamless to the public. Where differences in agency policy occur, and if allowable by law, regulation, or policy, the WMP will endeavor to apply the stricter policy to the adjacent land of the other agency.

JMJP-007 - The BLM and FS will assist one another, when possible, in wilderness management activities, such as education and public outreach, emergency management, law enforcement, fire suppression, and monitoring.

¹ Threshold is established in the FS Wilderness Character Monitoring Technical Guide (Landres et al., in press). If this guidance is revised, the most current threshold for change would be used. Monitoring cycle for this measure is at least every five years, as established in the Technical Guide.

Monitoring

Information generated in monitoring wilderness conditions indicates: the current state of wilderness character; how wilderness character is changing over time; how stewardship actions are affecting wilderness character; and what stewardship priorities and decisions would best preserve and sustain wilderness character.

The agencies will follow the wilderness character monitoring framework identified in “Keeping It Wild 2: An Updated Interagency Strategy to Monitor Trends in Wilderness Character Across the National Wilderness Preservation System” (Landres et al, 2015; or most current).

The JMJP Wilderness is currently one of 36 wilderness areas co-managed by more than one agency. The FS manages the majority of the JMJP Wilderness, and, therefore, the FS Wilderness Character Monitoring Technical Guide (Landres et al., in press), or most current, will be applied across the JMJP Wilderness. The FS will take the lead in reporting wilderness character trends and data.

Solitude monitoring occurred in 2017, and will continue through 2021 to establish the baseline value for the total traveling and campsite encounters (JMJP-004).

Monitor recreation site and traveling encounters to detect changes to wilderness character, and address impacts, as appropriate.

Management Actions

Management actions for the preservation of wilderness character may include management actions described in the following resources, predominately those which manage human uses of wilderness, such as those described in the Recreation section (p. 18, Management Actions), in conformance with a site-specific MRA, and NEPA analysis, as necessary.

Soil, Water, Air, Riparian Resources*Background*

The Wilderness comprises portions of the following five watersheds: Middle East Fork Salmon River, Upper East Fork Salmon River, Herd Creek, North Fork Big Lost River, and Headwaters Big Lost. Elevations range from about 6,160 feet along the Herd Creek drainage to several peaks over 10,000 feet including: Sheep Mountain (10,909 feet), Bowery Peak (10,856 feet) and Jerry Peak (10,010 feet).

The landscape is comprised of Cenozoic volcanic rocks underlain by Paleozoic sedimentary rocks. This landscape has been eroded, and deposition in the valleys has occurred with a cycle of climate changes through the Cenozoic Era, ending with a series of ice ages. Today the landscape is responding to the current climate, which is warmer and drier than that of the glacial period.

The Challis Volcanic Group is the dominant geologic formation in the JMJP Wilderness. The Challis Volcanic Group covers a large portion of central Idaho, and these rocks are primarily intermediate to mafic igneous rock, intrusive plutons, and felsic volcanic rocks. The Challis Volcanics give rise to the expansive, wide-open hills with rocky peaks and green strips in the river valleys. The shape of the hills and valleys are the result of tens of millions of years of erosion and deposition.

Surface water flows are typical of a snow-melt dominated system. Peak flows occur in May or early June, with base flows during winter. Localized thunderstorms can produce increases in summer flows, but are lower in magnitude and duration as compared to snow-melt flows.

There are two types of groundwater in the JMJP Wilderness: groundwater contained in the floodplain alluvium and terraces along main stream channels and groundwater emerging from the Challis Volcanics. Aquifers are primarily recharged by precipitation, with smaller additions from streams, lakes, and interaquifer flow. Generally, higher elevation stream reaches recharge groundwater and lower reaches discharge groundwater.

There are 106 decreed stockwater rights within the FS portion of the Wilderness totaling 2.97 cubic feet per second (cfs) (See Appendix 1 for water rights). All but one of these rights are held by the United States of America through the United States Department of Agriculture to support livestock grazing on National Forest lands. There is also a minimum stream flow water right held by the State of Idaho on Herd Creek that varies by month from 9-91cfs, peaking in June with high flows.

The BLM portion of the Wilderness contains 228 decreed stockwater rights totaling 3.92 cfs. All rights were developed to support livestock grazing and are held by the United States of America through the United States Department of Interior. Downstream water uses include irrigation, stockwater, and salmonid spawning and rearing.

The legal framework that ensures the protection of soil and water resources in the JMJP Wilderness includes: the Forest Service Organic Administration Act of 1897, which outlines the original purpose of national forests highlighting the need for watershed protection; the National Forest Management Act, which directs the development of Forest Land and Resource Management Plans; the Multiple-Use Sustained Yield Act, which ensures the activities are conducted without permanent impairment of the productivity of the land; and the Federal Land Policy and Management Act.

Water quality regulations under the Clean Water Act are administered by the Idaho Department of Environmental Quality's division of Water Quality and approved by the Environmental Protection agency. The Clean Water Act ensures that the chemical, physical, and biological integrity of the Nation's waters are maintained or restored. Specific to grazing on National Forest Lands, the Granger-Thye Act, Public Rangelands Improvement Act, and the Federal Land Policy and Management Act protect watershed function, soil, water, and fish habitat. The Challis Forest Plan, BLM RMP and agency manuals and handbooks provide specific goals, objectives, standards, and guides that provide direction for management of air, soil, and water resources.

The Wilderness is located within a state designated Class II airshed, which is regulated by the Environmental Protection Agency as required by the federal Clean Air Act. Air quality is generally excellent with limited upwind large stationary local emission sources and periodic robust wind dispersion. The JMJP Wilderness is subject to long distance transport emissions from sources to the west in Oregon and Washington. Existing sources of emissions in the Wilderness include; dust from trails during dry conditions and smoke emissions from wildfires, wildland fire use, and prescribed burns. Adjacent area sources of emission are wildfires, prescribed burns, residential wood burning, vehicle emissions, and road dust. Local emission levels are low due to the sparsely populated area and vast areas for dispersion. The entire Wilderness is considered to be in attainment per the Clean Air Act by the Idaho Department of Environmental Quality.

Desired Condition

The conditions of soil and water resources within the Wilderness continue to be affected by natural processes and are allowed to change the landscape without human intervention. Unnatural or human-caused effects on soil and water do not significantly degrade water quality or significantly impair the ability of soils to support naturally occurring vegetation communities.

Air quality remains generally excellent. Visitors to the Wilderness continue to have the opportunity to experience clean air and spectacular vistas in a natural setting, while recognizing that those vistas may be affected periodically by smoke from fire.

Goals

Allow for permitted and existing water developments to continue as natural forces continue to shape soil and water resources. (Supported by JMJP-001, 002, 004 and 005.) Maintain soil quality and long-term soil productivity by maintaining soil porosity, organic matter, hydrologic function (infiltration, water table, drainage, percolation, etc.), and buffering capacity (soil filtering and chemical regulation properties). (Supported by JMJP-022, 032, 023, 024, 031, 040, and 046.)

Preserve soils around lakes, rivers, creeks, meadows, and bogs in a natural condition. Management action is taken to reduce or eliminate degradation of soil resources, such as soil compaction and detrimental disturbance from human-caused activities. (Supported by JMJP-030, 036, and 040.)

Minimize impacts to water quality from human-caused degradation in order to preserve the natural and untrammeled qualities of the Wilderness.

Management Direction

Guidelines

JMJP-008 - Manage dispersed campsites and recreational activities to prevent them from expanding beyond a point where impacts to riparian and aquatic resources cannot be effectively addressed.

JMJP-009 - Allow natural soil erosion to continue unless an imminent and definite hazard to life and property or a serious depreciation of important environmental qualities outside the Wilderness will result.

JMJP-010 - Evaluate potential effects of proposed pollution sources for violation of Class II Prevention of Significant Deterioration Standards.

Monitoring

No Wilderness-specific monitoring beyond that established in policy or regulation is identified.

Management Actions

If human activities are contributing to a loss of soil integrity or degradation of water quality, management actions would be implemented as appropriate to the cause.

Indirect methods (e.g. education) for reducing impacts to soil and water, such as from recreational use, are preferred over regulatory methods. However, education may be insufficient in some cases, and direct methods may be needed to protect wilderness character.

Vegetation and Botanical Resources

Background

Plant communities in the JMJP Wilderness vary greatly from high altitude alpine vegetation in areas like Jerry Peak, Bowery Peak, Meridian Peak and Sheep Mountain to lower sagebrush steppe ecosystems in the Herd Creek drainage. Conifers in the alpine environments include sub-alpine fir and ancient whitebark pine and limber pine. Short statured grasses, sedges, forbs and shrubs are generally found in harsh habitats above 9,000'. Mid-elevation upland habitats are dominated by Douglas fir, lodgepole pine, mountain big sagebrush, aspen, bluebunch wheatgrass, Idaho fescue, and numerous forb species.

Riparian communities are dominated by sedges, rushes, willow, Engelmann spruce, aspen and currant, as well as other mesic and hydric grasses, forbs, and shrubs. Aspen is present in pure stands and mixed with Douglas fir. However, many stands are dying out or being replaced by conifers because of fire exclusion. Many whitebark pine and lodgepole pine stands have been impacted by the 2000-2011 mountain pine beetle epidemic. Other insect agents are present on the landscape including Douglas fir beetle and Western spruce budworm, which have damaged many mature stands of Douglas fir.

White Pine blister rust is caused by an exotic species of fungus (*Cronartium ribicola*) introduced from China, and is present in the JMJP Wilderness. It attacks white pine species, and can lead to high mortality. An MRA, and site-specific NEPA will be completed prior to any treatments of white pine blister rust within wilderness.

The most dominant vegetation type on the 94,985 acres of NFS land is mountain sagebrush at 35% of the total land area. All of the sage types equal 43% of the land area. Douglas fir is the second largest category at 27% of the land area. All conifer categories together encompass 46% of the Wilderness. This typifies the vegetation in the mid to upper elevations of JMJP Wilderness with large open expanses of sagebrush typically on the south slopes with large pockets of conifers on the north slopes. There are ten vegetation categories that are 1% or less of the land area. Some of these small categories include water, aspen, mountain mahogany and Wyoming big sage. Barren, rocky sites or areas of sparse vegetation comprise 5% of the area.

The BLM portion of JMJP Wilderness comprises of 21,913 acres. The vegetation in the lower- to mid-elevation regions of the Wilderness is typically large expanses of sagebrush and grass interspersed with pockets of trees, predominately on northern slopes. Specifically, the dominant vegetation type is mountain big sage and Idaho fescue (48%). All the sagebrush and grass types comprise 67% of the landscape. There are 157 acres with no vegetation (e.g. rock, rubble or water). The remaining acres are divided into 12 vegetation types.

No federally listed plant species are known to occur in the area, but whitebark pine, an Endangered Species Act (ESA) candidate species, occurs in high-elevation areas throughout the Wilderness. White Cloud milkvetch, a current FS Region 4 Sensitive species, is found in this area. Other Forest-designated sensitive species that are present or could be found include: Lost River milkvetch, seaside sedge, Douglas' biscuitroot, Welsh buckwheat, Challis crazyweed, and wavy-leaf thelypody. BLM Special Status Species known to occur within the Wilderness or in close proximity include: wavy-leaf thelypody, Challis milkvetch, Challis crazyweed, Lemhi milkvetch, and marsh felwort. Several of these plant species are endemic to the area, occurring nowhere else in the world. (See Appendix 2 for common and scientific names.)

Desired Conditions

Intact, native plant communities are present to facilitate and support healthy watersheds, diverse wildlife communities, and productive soils.

Sensitive plant species have populations for long-term viability.

Alpine habitats have a natural abundance and distribution of perennial vegetation communities (i.e. cushion plants, grasses and sedges forming sod-like mats). The entire area continues to support a diverse, intact native plant community with minimal non-native plant species.

Forested habitats support healthy stands of conifer, aspen, mountain mahogany, and montane shrubs and forbs. Sagebrush habitats are heterogeneous systems across many ecological communities that support native perennial shrubs, bunchgrasses and forbs.

Goals

Preserve the natural quality of wilderness character by maintaining native plant communities, particularly viable populations of rare and sensitive species. Provide a level of protection that allows natural processes that shape native plant communities to occur over time within the Wilderness.

Allow natural processes to occur in the Wilderness, such as native plant pathogens, insects or disease.

*Management Direction**Guidelines*

JMJP-011 – Ensure impacts to whitebark pine, such as those from fire suppression tactics, improper livestock grazing, recreational stock use, dispersed camping, or trail construction and maintenance are minimized when considering these activities.

JMJP-012 – Minimize impacts on habitats for rare and sensitive plant species when conducting trail maintenance and construction.

JMJP-013 - Control or eradicate noxious and nonnative invasive plant species to the extent possible within occupied and potential sensitive plant species habitat while having the least impact on wilderness character. (Also see section on Noxious and Non-Native Species below.)

Monitoring

No wilderness-specific vegetation monitoring is proposed. Standard monitoring procedures are applied regardless of wilderness designation. Monitoring sites (marked with re-bar or T-Posts) have been established prior to wilderness designation and will continue to be monitored. The BLM and FS have standard approved protocols for monitoring, principally for livestock grazing management, such as the Multiple Indicator Monitoring (MIM) protocol for riparian habitat, and Assessment, Inventory and Monitoring (AIM), vegetative utilization and nested frequencies for upland habitat. Monitoring for plant populations will include special status plant species, such as the candidate species whitebark pine. While individual protocols may change over time, monitoring will follow approved methods that have been peer-reviewed and accepted as statistically and scientifically valid methods. The current approved protocols are accepted as technical references.

Management Actions

When monitoring shows that wilderness character or plant populations are being degraded, apply management actions based on the causal factor as described under other resource sections within this document. For example, impacts from recreational uses would be managed as described in the Recreation section.

Noxious and Non-Native Invasive Species Management

Background

The JMJP Wilderness contains large, contiguous, intact, native plant communities. While the area is generally pristine, there is potential for invasion and expansion of non-native invasive species. Currently, most known infestations of terrestrial invasive plants within the Wilderness occur in areas of human disturbance. These disturbances are related to a variety of land use practices including, but not limited to: historic road construction, trail construction and maintenance, unauthorized motorized and non-motorized trail construction, commercial livestock grazing, recreational livestock grazing (pack stock),

dispersed camping, fire (prescribed and wildfire) and range improvements. There are currently no known infestations of aquatic invasive species within or adjacent to the Wilderness.

Idaho-listed noxious weeds known to occur within one mile of the Wilderness boundary are: spotted knapweed, Canada thistle, black henbane, whitetop, yellow toadflax, hounds-tongue and leafy spurge. Other invasive species of concern, not currently on the noxious weed list that are capable of displacing native vegetation and degrading wilderness character are: cheatgrass, annual mustards, Russian thistle, halogeton, and kochia. (See Appendix 2 for common and scientific names.) A noxious weed is a subset of the broader invasive plants category. Noxious weeds, as designated by the Idaho State Department of Agriculture under Idaho Code Title 22 Chapter 24 are given priority for response and treatment.

The BLM and FS have used an integrated approach to invasive species management in this area prior to wilderness designation, and includes chemical, manual, mechanical, and biological control methods. Biological control agents (insects) have been released in the past within the JMJP Wilderness to control larger infestations in areas where chemical control isn't feasible. An MRA will be used to determine the most appropriate methods and level of control within the Wilderness, including proposals for reseeding or revegetation.

Desired Condition

The Wilderness is as free from non-native invasive species, as possible.

Intact natural ecosystems facilitate and support healthy native plant communities, watersheds, diverse wildlife communities, and productive soils with minimal invasive species presence.

Goals

Minimize the impacts of invasive species on the JMJP Wilderness, its natural systems, and its visitors.

Maintain native plant distribution and abundance through the reduction of noxious and non-native invasive species in an effort to retain the areas' natural quality.

Management Direction

Standards

JMJP-014 - Require the use of certified noxious weed free hay and straw entering the Wilderness as well as public lands adjacent to the Wilderness.

Guidelines

JMJP-015 - On NFS land, use pesticides and herbicides in accordance with the design criteria identified in the SCNF Invasive Plant Treatment Record of Decision (ROD) (2016), or most current direction, as well as associated consultation documents from the regulatory agencies, and require, as appropriate, a pesticide use proposal approved by the Regional Forester. The primary methods of control shall use non-motorized, non-mechanized means, such as hand pulling and herbicide application using backpack or horse-mounted sprayers. The use of different treatment methods will be analyzed further through an MRA.

JMJP-016 - On BLM-managed land, follow the direction for invasive plant treatments contained in BLM Manual 6340—Management of Designated Wilderness Areas, as well as the BLM Challis-Salmon Integrated Weed Control Program EA (March, 2009; or most current). These applications will undergo the MRA process as described in BLM Manual 6340. A Pesticide Use Proposal, signed by the Field Manager, state weeds coordinator, and the Associate State Director.

JMJP-017 - Treat areas for noxious and non-native species focusing on early detection and rapid response, as monitoring and visitor use mandates.

JMJP-018 - Work in close coordination with cooperating agencies within the Custer Cooperative Weed Management Area.

Monitoring

Monitoring is an integral part of any adaptive, integrated pest management program. Monitoring addresses prevention, early detection rapid response, treatment, and restoration efforts, and informs future decision-making and strategy. Post-treatment reviews of monitoring data would occur on a sample basis to determine: whether treatments are effective; the type and extent of damage that may have occurred to non-target species; whether design criteria were applied correctly; and if recovery occurred as expected. Retreatment and active rehabilitation or restoration prescriptions would be developed, as needed, based on post-treatment results. Changes in treatment methods would occur based on effectiveness of treating the invasive species infestations.

Inventory and treatment of invasive species would be emphasized at vectors of seed dispersal, such as at all portals into the Wilderness (roads, trails, trailheads, corrals, etc.). Additional monitoring and management actions are detailed in agency-specific invasive plant documents.

Management Actions

Develop measures to mitigate the potential for the spread or introduction of invasive species for any ground disturbing activities.

Place emphasis on minimizing introduction of new species and controlling small infestations that have potential to displace native species.

Provide educational information on areas that are susceptible to weed invasion and measures to help prevent non-native, invasive plant establishment and spread.

Wildlife and Fisheries Resources

Background

The JMJP Wilderness provides abundant big game hunting opportunities and quality habitat for ungulate species, such as elk, mule deer, moose, mountain goat, bighorn sheep, and pronghorn antelope. The area provides habitat and travel corridors for large carnivores, such as wolverine and wolves. The Greater Sage-grouse ROD identified important habitat for sage-grouse within the Wilderness boundaries (USFS 2015 and BLM 2015) (see Appendix 2 for common and scientific names).

Herd Creek watershed supports one part of the longest and highest-migrating assemblage of anadromous fish in the world. All the forks of Herd Creek, East Pass Creek, and Meridian Creek originate in the Jerry Peak Wilderness. Steelhead, Chinook salmon, and bull trout have designated habitat and presence within the area. Bowery, Long Tom, East Pass, Herd, West Fork Herd, East Fork Herd, Meridian, and Taylor creeks are designated as critical habitat for one or more of these ESA-listed fish species. Herd Lake is the only stocked lake in the Wilderness, and it has been stocked with rainbow trout and tiger muskellunge as recently as 2013.

Wildlife management activities for the FS are guided by the Wilderness Act, the Challis Forest Plan (current), the Salmon-Challis Forest Plan (revised), state and federal laws, and Memoranda of Understanding (MOUs) with other agencies such as the U.S. Fish and Wildlife Service, Animal and Plant Health Inspection Services (APHIS), and Idaho Department of Fish and Game. Activities carried out by

APHIS on NFS lands would in conformance with all applicable laws and policies, including the Wilderness Act, the Challis Forest Plan, and applicable MOUs (MOU No. 17-SU-11132422-231). For the BLM, wildlife management is conducted in accordance with state and federal laws, annual work plans developed between APHIS and Idaho Falls District, and the Challis RMP. Angling, hunting, and trapping in wilderness is subject to applicable state and federal laws and regulations.

The MOU between the Idaho Department of Fish and Game and the USDA Forest Service (2010-MU-11062754-027) identifies that the creation of a separate MOU for management of fish and wildlife in Wilderness areas in Idaho is needed. The document, "Policies and Guidelines for Fish and Wildlife Management in National Forest and BLM Wilderness" (USFS, BLM, and Association of Fish and Wildlife Agencies [AFWA] 2006), serves as a framework for enhanced cooperation between state fish and wildlife agencies, the FS, and BLM. Until such time that an Idaho-specific wilderness MOU is developed, guidelines identified in this document would be applied for the purposes of managing the JMJP Wilderness for activities including (but not limited to): use of motorized equipment, application of pesticides, fish and wildlife research and management surveys, facility development and habitat alteration, threatened and endangered species, population sampling, fish stocking, wildlife damage control, and visitor management to conserve wilderness wildlife resources.

Any activity conducted in wilderness for wildlife or fish management activities, such as population sampling, wildlife relocation, research, fish stocking, or retrieval of tracking devices that would involve uses generally prohibited under Section 4(c) of the Wilderness Act shall only be authorized by the Federal administering agency with an MRA. Review and approval must be made in accordance with Forest Service Manual (FSM) 2326 and BLM Manual 6340 (1.6.B).

National Marine Fisheries Service (NMFS) and the United States Fish and Wildlife Service (USFWS) require consultation, as needed, and as appropriate, to comply with the Endangered Species Act and the Magnuson-Stevens Act. Recovery plans for federally listed species govern management activities that may affect those species. The agencies will follow resource objectives, management standards, use indicators, and other management criteria developed during ESA consultation with regulatory agencies (USFWS, NMFS) for ongoing activities in the JMJP Wilderness.

Desired Condition

High-quality habitat supports healthy, viable, and naturally-distributed fish and wildlife populations while preserving wilderness character.

Goals

Allow natural processes to be the primary factor determining the diversity of wildlife and fish species and their habitats.

Implement wildlife management activities to prevent degradation of wilderness character by promoting healthy, viable, and more naturally-distributed wildlife populations and habitats.

Protect indigenous wildlife from human-caused impacts that could lead to Federal Endangered Species Act listing as a threatened, endangered, proposed, or candidate species or as Regional Forester sensitive species, BLM special status species, or Forest-level species of conservation concern.

Protect and assist in the recovery of ESA-listed species and their habitats.

Management Direction

JMJP-019 - Implement measures to minimize contact between bighorn sheep and domestic goats used for packing (See Appendix 3). Measures identified may be expanded or revised, based on research.

Guidelines

JMJP-020 - Continue to work cooperatively with IDFG to reduce the risk of disease transmission or other stressors between bighorn sheep and domestic animals. If necessary to preserve wilderness character, consider actions up to and including the closure of all or part of the wilderness to recreational pack goat and sheep.

JMJP-021 - Work cooperatively with the Idaho Department of Fish and Game regarding their fish and wildlife management programs to assure the guidelines of the AFWA, BLM, and FS document are applied and that policies outlined in BLM Manual 6340 and FSM 2320 are followed.

Monitoring

Wildlife and fish monitoring efforts such as redd surveys, big game population estimates, and carnivore surveys in and adjacent to the JMJP Wilderness are on-going and will continue. The MRA process will be applied as necessary.

Management Actions

Specific written approval or permits from the federal administering agency will be obtained before undertaking any action prohibited by the Wilderness Act (Section 4c), such as erecting any structure or installation, or using motorized vehicles.

Recreation

This Recreation section includes several sub-sections: Trails, Camping, Recreational Horse and Stock Use, and Signs.

Background

The JMJP Wilderness provides outstanding solitude and primitive recreation opportunities. Dispersed recreational activities occur throughout the area, and include backpacking, stock packing, hunting, fishing, hiking, horseback riding, wildlife viewing, photography, skiing and mountaineering. The Wilderness is in Idaho Fish and Game Management Units 36A and 50. The peak season for visitation in the JMJP Wilderness is hunting season (September – November).

Desired Condition

The JMJP Wilderness provides exceptional opportunities for solitude, and an environment predominately free from the evidence of human activities. Encounters with other visitors while traveling or camping are infrequent. The Wilderness setting offers the highest degree of challenge, self-reliance, and risk. High quality, primitive recreational opportunities are provided while protecting the natural quality, including soil, water, vegetation, riparian, wildlife and aquatic resources.

Goals

Provide for the use and enjoyment of the Wilderness while maintaining outstanding opportunities for primitive and unconfined recreation and solitude through minimal visitor use regulations and minimal developments.

Use adaptive management when planning for and managing visitor use, including the physical and social setting, by using a variety of strategies and tools while preserving wilderness character. Use commonly accepted practices such as those laid out in the Interagency Visitor Use Management Framework (or more current strategy) to guide and inform the decision-making process.

Provide for a range of primitive recreational and solitude opportunities across the Wilderness landscape.

In areas of concentrated use, minimize spatial expansion of impacts.

Manage the majority of the Wilderness at a low density of recreational use ensuring the highest quality of wilderness character.

Prevent unauthorized motorized and mechanized vehicle travel in the Wilderness.

Evaluate and incorporate methods to help prevent weed establishment and spread from recreation and trail use.

Encourage general recreation opportunities to the extent they are consistent with preservation of wilderness character.

Management Direction

Standards

JMJP-022 - Limit group size to a maximum of 12 people. (See exception for Native American tribes in the Cultural Resources and Tribal Governments section.)

JMJP-023 - Prohibit shortcutting trail switchbacks on foot or with pack and saddle stock.

JMJP-024 - Require removal of refuse and inorganic waste from the Wilderness.

Guidelines

JMJP-025 - Manage vehicle access points to prevent unauthorized vehicle use by posting appropriate boundary signage, and blocking or rehabilitating unauthorized routes where violations are an issue.

Monitoring

Continue to monitor recreational use to further understand the correlation between use levels, resource impacts and effects on wilderness character, including opportunities for solitude, and the undeveloped quality. See Monitoring sections under Wilderness, Trails, and Camping.

Management Actions

Actions for managing recreational use fall into one of three categories: education, engineering and enforcement. Information and education are most commonly employed to modify visitor behavior, adjust visitor attitudes and expectations, and alter the spatial and temporal distribution of use. Common examples include the "Leave No Trace" program, signs, and visitor contacts. Engineering actions include site design, construction and maintenance; for example, providing, removing or relocating facilities (campsites, trails), or using vegetation or other physical barriers to direct visitor use. Regulations with enforcement can be used to implement all management strategies. Examples include restricting or prohibiting access to specific locations, access at particular times, certain types of behavior, particular activities, equipment or modes of travel, length of stay, and group size. For more information, see the Visitor Use Management Framework (Interagency Visitor Use Management Council 2016).

Indirect methods (e.g. education) for managing recreational use are preferred. Management actions would include direct, on-site actions and site-specific regulations for unusual cases where indirect methods are unsuccessful.

Currently, visitor use patterns and impacts do not indicate that there is a need to implement a visitor use permit system to protect wilderness character. Managers will continue to monitor visitor impacts to wilderness character and the physical resource to determine if additional management actions, such as a wilderness permit system, may be required in the future.

Trails

Background

There are approximately 79 miles of trail within the JMJP Wilderness ranging from minimally developed Class 1 trails to more developed Class 3 trails, providing a variety of wilderness trail opportunities (for trail standards see USFS 2008). The Wilderness provides extensive opportunities for off-trail exploration, challenge, risk and solitude. Use trail classifications for FS and BLM and maintain trails to the established standard, as practicable. Ensure trails comply with wilderness-appropriate standards. For additional information on trails, please refer to Appendix 4 for trail condition classes, mileages and a map.

Desired Condition

Trails and routes provide sufficient access to minimize proliferation of user-developed routes and are situated and designed to prevent resource damage.

Goals

Maintain system trails, including proposed additions to the system, to standard to protect wilderness character.

Management Direction

Standards

JMJP-026 - Do not construct new trails in the JMJP Wilderness, unless trails are determined to be the minimum necessary for administration of the area as wilderness.

JMJP-027 - If total miles of user-developed routes increases by more than 3%² or more over two monitoring period, management actions will be taken to preserve wilderness character, as described under the Management Actions. (See exceptions for Narrow Canyon-Bowery Creek (#4178), Narrow Canyon (#4179) in Management Actions below.)

Monitoring

Monitoring for the user-developed routes indicator occurred in 2017 and will continue through 2020 to establish baseline data.

Monitoring user-developed routes to detect changes to wilderness character, and address impacts, as needed. Monitoring for new social trails would specifically occur in high use areas, such as near trailheads, campsites, and at popular destinations.

Management Actions

The FS will remove the Narrow Canyon-Bowery Creek (#4178), Narrow Canyon (#4179), and Baker Creek (#4184.03) trails from its trail inventory and add the Middle East Pass Creek Trail to the FS Trail Inventory. BLM will add the existing trail from the Upper Lake Creek Campground to Sage Creek to its trail system. (See Appendix 4 for more information on trails.)

Visible trail segments of the Narrow Canyon-Bowery Creek (#4187) and Narrow Canyon (#4179) trails will be inventoried. This inventory will take place until 2020. Where visible trail tread is absent, these

² Threshold is established in the FS Wilderness Character Monitoring Technical Guide (Landres et al., in press). If this guidance is revised, the most current threshold for change would be used. Monitoring cycle for this measure is every five years, as established in the Technical Guide.

gaps will be reconciled using historic trail system locations (USFS, Salmon-Challis National Forests, Challis National Forest Visitor use Map, 2017). These two hiking/stock foot worn paths will not count against the total miles of user-developed routes (JMJP-026 Standard).

The trail leading to the Upper Lake Creek Campground will remain to provide access to the campground and Jerry Peak, and across this portion of the JMJP Wilderness. Width will be allowed to naturally narrow to a pedestrian/stock width (e.g. Class 3). Culverts will not be removed unless they wash out or cannot be maintained. Replacement of culverts will not occur.

If monitoring threshold for user-developed routes is met, or exceeded, management actions that may be applied are described under the Recreation section (p. 18, Management Action), or in the Developments and Other Human Effects or Disturbances section (p. 38).

Camping

Background

Campsites existed in the JMJP Wilderness prior to designation. The JMJP Wilderness has been a popular hunting area for decades. Some of the campsites are well established. Campsite developments have included camp furniture, corrals, meat poles, and metal fire rings. Campsite conditions vary from significantly impacted to minimally impacted, but with impacts that persist year to year.

Desired Condition

Campsite density is low, and quantity is sufficient to accommodate use. Campsites show minimal impact to natural resources from recreational use.

Impacts from camping are minimized or absent from sensitive areas, such as riparian areas or near cultural resources.

Sanitation and trash issues associated with recreational use are minimized.

Goals

Manage camping to minimize impacts to natural resources and other visitors.

Encourage visitors to use durable sites for camping in areas of concentrated use through education.

Management Direction

Standards

JMJP-028 - Limit campsite occupancy to 14 days in accordance with BLM Regulation: ID-913-02-4740-04.

JMJP-029 - Restrict cutting of live trees, including whitebark pine, for fuel wood (36 CFR 261.6; 43 CFR Part 6302.20). Collection of dead and downed wood is acceptable.

JMJP-030 - Require human waste to be covered 6-8" deep at least 200 feet from water, and, where the terrain allows, 200 feet from campsites and trails. Alternatively, waste may be packed out.

JMJP-031 - If average campsite condition impact score increases by 5%³ or more over two monitoring periods management actions will be taken to maintain wilderness character, described below.

Monitoring

Monitoring for user-created installations or structures associated with campsites will occur during routine wilderness patrols. These will be removed or deconstructed when found.

The FS campsite monitoring protocols (2016, or current) will be applied across the JMJP Wilderness to determine campsite conditions (see Appendix 5 for more information on campsite monitoring protocols). Monitoring will occur in 2017 and will continue through 2020 to assess campsite conditions and any associated human-caused impacts.

Management Actions

No permits are currently required for overnight camping; however, a permit system may be implemented if monitoring indicates impacts to resources or wilderness character are occurring.

When the campsite condition threshold is met or exceeded, additional management actions would be considered and may include, but are not limited to:

- a) Make campsites less appealing or accessible. Remove fire rings and other evidence of human impact. Rehabilitate campsites. (See the section on Developments and Other Human Effects or Disturbances for more information.)
- b) Increase education at trailheads or portals with techniques such as: posting restoration information, encouraging visitors to avoid campsites undergoing restoration, or suggesting alternative camping locations (also see Wilderness Education and Interpretation section).
- c) Implement site closures, and inform the public by posting notices on portals and at administrative sites.
- d) Establish overnight stay limits at sites.
- e) Require human waste to be packed out.
- f) Designate specific campsites for stock use.
- g) Further limit the number of stock allowed when camping overnight.
- h) Prohibit overnight grazing of pack and saddle stock.
- i) Prohibit use of stock where warranted.
- j) Establish voluntary registration at trailheads.
- k) Mandatory, self-issue permits.
- l) Designated campsites.

Recreational Horse and Stock Use

Background

Stock use is a traditional activity on this land and has long history of use throughout the JMJP Wilderness. This traditional use of wilderness is a symbol of the landscape and is associated with hunting and grazing activities. Recreational stock use, mainly horses and mules, occurs throughout the Wilderness but tends to take place more on developed trails.

³ Threshold is established in the FS Wilderness Character Monitoring Technical Guide (Landres et al., in press). If this guidance is revised, the most current threshold for change would be used. Monitoring cycle for this measure is every five years, as established in the Technical Guide.

Desired Future Condition

Recreational stock use occurs with minimal impacts to wilderness character.

Goals

Recreational stock use continues in a manner that leaves the Wilderness unimpaired for future use and enjoyment as wilderness.

Management Direction

Standards

JMJP-032 - Limit the combined number of pack and saddle stock in one group to 20 head of stock.

JMJP-033 – Require pack or saddle stock to be ridden, led, or under human control. Animals are not permitted to run loose on trails or travel routes.

JMJP-034 - In camp, require stock users to pad highlines, or use tree-saver devices to minimize tree damage.

JMJP-035 - Stock animal feed (hay, straw, and/or pellets) is required to be certified weed-free (FS Order Number 04-00-097; BLM Supplementary Rule ID-913-02-4740-04).

Guidelines

JMJP-036 - Require stock users to locate pack and saddle stock handling areas at least 200 feet from lakes, springs and streams, where terrain allows.

JMJP-037 - Require stock users traveling outside of camp to tie stock to live trees greater than 8" in diameter for only short periods of time, and require use of tree-saver devices or other techniques (e.g. wrap lead around trunk twice before tying the knot) to minimize tree damage.

Monitoring

Implement monitoring as described in the Wilderness, Trails and Camping sections.

Management Actions

The Recreation and the Camping sections detail management actions that may be implemented if overuse occurs.

Signs

Background

Few signs exist currently within the Wilderness. Since designation, wilderness boundary signs have been limitedly installed. The trail system within the JMJP Wilderness is not complex, and only contains 79 miles of trail; therefore, few trail signs are needed.

Desired Condition

Signage will remain minimal to preserve wilderness character. Signs may be provided within Wilderness in rare cases, such as for resource protection.

Goals

Provide few signs in wilderness to preserve the opportunity for self-reliance.

Maintain signs installed at trailheads to provide wilderness education, regulation and restriction information.

Management Direction

Standards

JMJP-038 – Do not provide destination or interpretive signs.

JMJP-039 - Place Wilderness boundary signs at known access points, such as along trails, in drainages and at passes.

Guidelines

JMJP-040 - Install resource protection signage for sensitive or damaged areas only if approved through an MRA.

JMJP-041 - Place information signs or kiosks containing wilderness and natural resource interpretive information and interagency information at trailhead parking areas outside of the Wilderness, as necessary.

JMJP-042 - At designated trail junctions, provide the minimum amount of signs necessary for either the routing or location of the traveler or for the protection of the wilderness resource (2324.33f, BLM 6340 1.6.C.13.c.iii.).

Monitoring

Agencies will monitor for missing, damaged, or vandalized signs in conjunction with regular wilderness patrols.

Management Actions

Within the Wilderness, signs will be made of native material (e.g. wood, rock), and will be constructed in accordance with sign policy (FS, 2013; BLM 2016). Agencies will remove or replace all existing signs not in conformance with these standards to protect resource values and wilderness character.

Cultural Resources and Tribal Governments

Background

The cultural resources of the JMJP Wilderness are not well known. Only a few cultural resource surveys have been conducted in the area, and 52 archaeological sites and isolates have been documented in the Wilderness. However, for thousands of years Native American people occupied the south central portions of Idaho, including the present day JMJP Wilderness. Archaeological evidence in this region suggests that people have hunted and gathered in the area for more than 12,000 years. In historic times, the Shoshone-Bannock Tribes have been the primary Native American group to use the area.

Rossillon (1982) and Matz (1995) identify a number of themes important to the history and prehistory of the SCNF. These themes can be used to understand and, ultimately, to manage cultural resources within the JMJP Wilderness. Identified themes include: Native American Utilization and Occupation, Early Euro-American Exploration, Mining, Transportation, Agriculture and Ranching, Forest Service Administration, the Civilian Conservation Corps, and Recreation. Native American Tribes are known to use the tributaries of the Salmon River for habitation, for resource procurement, and as travel corridors.

Prehistoric cultural resources may include abandoned Indian villages, camps, rock shelters, caves, pictographs, vision quest sites, hunting blinds, traps, lithic procurement sources and workshops, human

burials and cambium peeled trees. Historic cultural resources may include standing buildings and ruins depicting the ranching and homesteading period, burials, and mining-related structures, features and ruins. Historic FS and BLM administrative sites, roads, trails and installations, if present, are part of the cultural history of the Wilderness.

Treaty rights provide American Indian tribes access to areas with cultural or religious importance, and access to public lands to procure traditional resources.

The National Historic Preservation Act requires federal agencies to coordinate and consult on cultural resource management activities with State Historic Preservation Officer (SHPO), tribes, and other interested parties.

Any undertaking, with the potential to effect cultural resources, will be conducted in compliance with the NHPA. Specifically, trail maintenance activities will avoid impact to cultural resources by confining maintenance to existing trail treads, and not using construction materials from cultural resource sites during trail maintenance activities.

Permits for any archaeological study are required, as prescribed by the Archaeological Resources Protection Act (ARPA).

Desired Condition

Cultural resources are protected and preserved. Unique and non-renewable historic properties that are listed on or eligible for National Register of Historic Places listing retain the characteristics that make them eligible.

Sacred sites and traditional cultural properties are recognized, respected, and maintain the characteristics for which they have traditional and cultural significance for the appropriate Native American tribes.

Goals

Protect and manage cultural resource values within the JMJP Wilderness to meet the requirements of the National Historic Preservation Act (NHPA), the ARPA, and the Forest Management Act.

Conduct archaeological scientific research that contributes to wilderness management objectives consistent with the NHPA, Archaeological Resource Protection Act, FSM 2323.8, Forest Plan direction, Challis RMP, and BLM Manual 8100.

Conduct cultural resource inventories in areas that have not previously been surveyed for cultural resources.

Recognize that the archaeological resources within the JMJP are an important component of the Wilderness.

Coordinate cultural resource programs among managing agencies.

Protect and preserve the archaeological and historic resources of these areas.

Evaluate recorded but unevaluated sites to determine significance to the NRHP and interpretive potential.

Develop appropriate management practices to eliminate or reduce adverse effects on cultural resources.

Recognize that the Wilderness is within the Shoshone-Bannock Tribes' traditional lands and it may contain traditional cultural properties, sacred sites, and other areas that hold traditional and cultural significance to the Tribes.

Maintain and enhance tribal relations through meaningful consultation and joint projects as appropriate.

When appropriate, facilitate use by Native American tribes, communities and traditional practitioners.

Work with affected federally recognized tribes to change derogatory place names within the JMJP Wilderness.

Management Direction

Cultural resource standards are established below to help achieve the desired conditions of heritage resources. Cultural resource guidelines address overall compliance requirements under NHPA, ARPA and other statutes, as well as national and regional cultural resource policy and direction (FSH 2309.12.22.1; BLM 8130.1.11).

Standards

JMJP-043 - Group size and length of stay limitations do not apply to the Tribes when exercising off-reservation treaty rights.

Guidelines

JMJP-044 - Use interpretive monographs, brochures, portal contacts, wilderness ranger contacts and other appropriate methods to educate and enhance public appreciation and protection of heritage resources and the wilderness experience.

Monitoring

Monitoring plans are required under National Forest Management Act planning regulations (FSH 2309.12.22.1 and BLM 8130.2.21.F; see also FSM 2362.5). Cultural resource monitoring within the JMJP Wilderness will be used to determine how well the agencies are meeting desired conditions and how closely standards and guidelines are being followed. NRHP eligible sites will be monitored at least once every five years.

Archaeological sites that are NRHP eligible and are identified as being adversely impacted or at risk of damage may be subject to further monitoring at the agency archaeologist's direction.

Management Actions

Within the Wilderness boundary, archaeological survey that meets modern professional standards has been minimal. Further surface pedestrian survey would be conducted in accordance Sections 106 and 110 of the NHPA. These studies will allow for a better understanding of past cultural use within the Wilderness boundary and the surrounding geographic region. The information gained through these investigations will be used to refine and improve the management of cultural resources within the Wilderness and the region.

Conduct archaeological inventory, site evaluation, site monitoring, protection, interpretation, and additional research to locate, preserve, and/or enhance cultural resources.

Prepare a Cultural Resource Overview of the JMJP Wilderness. Prepare a Historic Preservation Plan for the JMJP Wilderness based on the results of the Cultural Resource Overview.

Livestock Grazing Management

Background

Section 4(d)(4)(2) of the Wilderness Act and Section 102(e) of the enabling legislation provide for continued livestock grazing where it existed prior to wilderness designation. Livestock grazing will be subject to reasonable regulations deemed necessary by the Secretaries of Agriculture and Interior, as appropriate. Per the Wilderness Act and the clarifying language in the Congressional Grazing Guidelines (House Report 96-617 of the 96th Congress and guidelines described in Appendix A of House Report 101-405 of the 101st Congress), livestock grazing shall not be curtailed or “phased out” simply because an area has been designated as wilderness. The aforementioned House reports further clarify that associated activities that are necessary to support livestock grazing, such as maintenance of supporting facilities, including use of motorized equipment when necessary, will continue to be allowed in wilderness. Further, wilderness designation should not prevent the construction and maintenance of new fences or improvements which are consistent with allotment management plans or which are necessary for protection of the range. See Guidelines section and Appendix 7 of this document for the Congressional Grazing Guidelines (House Report No. 101-405).

Current Livestock Grazing - Ten Forest Service and BLM cattle and horse allotments are located partially within the JMJP Wilderness (see Tables 4 and 5). The Forest Service’s vacant East Pass Creek Sheep and Goat Allotment is located entirely within the Wilderness. Ten permittees have permits for livestock grazing on FS allotments within the JMJP Wilderness (one of these is pending). Fourteen permittees have permits for livestock grazing on BLM allotments within the JMJP Wilderness. Seven of these permittees have permits for both FS and BLM allotments within the JMJP Wilderness. See Table 3 for an overview of range improvements that exist within the JMJP Wilderness on these allotments. See Appendix 6 for maps of locations of range improvements on these allotments. Range improvements generally are assigned to permittees for maintenance responsibility, although the FS or BLM may choose to keep maintenance responsibility for some improvements.

Current management of the active allotments generally involves rest/rotation or deferred rotation grazing systems in which no unit of an allotment receives livestock use that persists throughout the plant growing season. Timing of livestock grazing within each unit can vary from year to year, depending on variations in unit rotations, available forage, and livestock management (such as distribution and numbers turned out). Consequently, exact numbers and dates of livestock in the JMJP Wilderness also vary from year to year. Routine livestock management and improvement maintenance is accomplished by non-motorized methods.

Table 1. Forest Service allotments within or partially within the JMJP Wilderness.

Allotment ^a	Approximate total acres	Approximate acres in JMJP Wilderness	Permitted use		Jurisdiction
			Livestock ^b numbers	Season	
East Pass Creek	18,333	18,333	Vacant		Challis-Yankee Fork Ranger District—SCNF
Herd Creek	37,862	29,550	666 ^c	6/16 – 10/31	Challis-Yankee Fork Ranger District—SCNF
Pine Creek	9,317	8,741	122	7/1 – 9/30	
Wildhorse	87,938	17,842	1892	6/9 – 9/30	Lost River Ranger District—SCNF

Allotment ^a	Approximate total acres	Approximate acres in JMJP Wilderness	Permitted use		Jurisdiction
			Livestock ^b numbers	Season	
Upper East Fork ^d	46,064	12,459	255 (or maximum of 553 head months)	6/10 – 8/15	Sawtooth National Recreation Area— Sawtooth National Forest

^a The following allotments have been closed under the donation process as outlined in the *Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act*: Herd Creek, Upper East Fork, and Wildhorse (Herb Whitworth permit relinquishment) Allotments.

^b Livestock numbers are cow/calf pairs except for where otherwise specified.

^c Variable numbers and season of use: Livestock numbers may vary within the maximum permitted season across all permits for this allotment but shall not exceed 1813 head months.

^d The Upper East Fork Allotment has about 26,598 acres in the Hemingway-Boulder Wilderness.

Table 2. BLM allotments within or partially within the JMJP Wilderness.

Allotment	Approximate total acres	Approximate acres in JMJP wilderness	Permitted use*		Jurisdiction
			Livestock numbers	Season	
East Fork**	19,525	1,976	285 AUMs, including 1 horse AUM	5/21 – 6/10 and 10/15 – 10/31	Challis BLM Field Office
Herd Creek	21,502	8,369	1006 AUMs	6/15 – 11/15	
Mountain Springs	81,600	8,830	6771 AUMs	5/18 – 9/15 and 10/1 – 11/15	
Pine Creek	4,523	1,121	333 AUMs	5/23 – 10/15	
Road Creek	7,730	534	207 AUMs	5/16 – 8/31	
Sage Creek	5,996	2,967	1028	5/1 – 9/30	
Wildhorse	24,642	107	2038 AUMs, includes 29 horse AUMs	5/16 – 10/10	

*Livestock numbers may vary; the season shown is the maximum permitted season across all permits on a given allotment.

**The East Fork Allotment has 459 acres in the White Cloud Wilderness.

Table 3. Overview of range improvements within the JMJP Wilderness.

Improvement Type	Forest Service	BLM
Barbed wire or wood fence (apprx. miles)	10.7	8.8
Electric fence (apprx. miles)	none	3.4
Pipeline (apprx. miles)	1.17	0.35
Water systems (headbox)	7	1
Troughs (part of water system)	16	4
Ponds	46	2
Other	1 well	none

Desired Condition

Wilderness character is preserved while continuing to allow sustainable use of quality forage and maintenance of existing improvements, including water developments, to support commercial livestock grazing.

Goals

Provide for continued grazing within the JMJP Wilderness that is consistent with the Wilderness Act and Congressional Grazing Guidelines.

Management Direction

Administration of grazing and livestock use on federal lands, is conducted in accordance with 36 CFR 222, Subpart A (National Forest System), 43 CFR 4100, (BLM lands), 36 CFR 293.7, other applicable laws (such as the Taylor Grazing Act of 1934, Multiple Use Sustained Yield Act of 1960; the National Environmental Policy Act of January 1, 1970; the National Forest Management Act of October 22, 1976; the Clean Water Act of 1972; the Endangered Species Act of 1973; the Federal Land Policy and Management Act of 1976, the Public Rangelands Improvement Act of 1978, the Rescission Act of 1995) and other management guidelines (such as the Forest Service Handbook 2209, Forest Service Manual 2200, and BLM Manual 6340).

Standards

JMJP-045 - Identify the terms and conditions of livestock grazing on NFS and BLM-managed lands in grazing permits, as directed by the Forest Plan and applicable amendments and the BLM Challis RMP.

JMJP-046 - Prohibit use of motor vehicles for routine livestock monitoring, herding, and gathering.

Guidelines

JMJP-047 - Grazing operations within wilderness, where livestock grazing was present at the time of wilderness designation, are guided by the Congressional Grazing Guidelines (House Report 96-617, 1979; and House Report 101-405 Appendix A, 1990), the Forest Service Manual Chapter 2320 (Wilderness Management), the Forest Plan and applicable amendments, and BLM Manual 6340 and 43 CFR 4100. See Appendix 7 for the full text of the Congressional Grazing Guidelines.

Monitoring

No wilderness-specific monitoring is identified. See Vegetation and Botanical Resources section for description of on-going vegetation monitoring.

Management Action

Existing range improvements within the JMJP Wilderness that are agreed to be obsolete by both the permittees and the agencies, consistent with the NHPA, may be removed.

The vacant East Pass Creek sheep and goat Allotment would be neither closed nor reauthorized for grazing under this Plan.

Actions for the management of livestock grazing would be considered and analyzed according to the regulations in 36 CFR Part 222, and 43 CFR 4100.

Wild Horse Management

Background

The 1971 Wild Free Roaming Horses and Burros Act (WFRH&B) protects wild horses and burros. The Challis Herd Management Area (CHMA) was designated based on census flights. The CHMA is bordered on the north by the Salmon River, on the west by the East Fork of the Salmon River, on the south by the divide between Herd Creek and Road Creek, and on the east by U.S. Highway 93 and the watershed boundary between the Salmon River drainage and the Lost River drainage. The CHMA overlaps 9,821 acres of the JMJP Wilderness. See Appendix 8 for a map of the CHMA. The portion of the CHMA within the JMJP Wilderness typically maintains zero to few wild horses. In population inventory flights since 2008, no horses have been counted within the Wilderness boundary. It is highly unlikely that any on the ground activities will occur within Wilderness boundaries. Additionally, the JMJP Wilderness portion of the CHMA is not conducive to ground activities such as gather sites. While highly unlikely that ground activities would occur, BLM policy reserves the flexibility to manage wild horses within Wilderness boundaries. Management may include activities on the ground.

The Challis RMP establishes the Appropriate Management Level (AML), or target population, for wild horses within the CHMA at 185; however, between gathers, the population may range up to 253. Two hundred and fifty-three (253) is the maximum number of wild horses that can graze in a thriving natural ecological balance and multiple use relationship on the public lands in the area.

Desired Condition

Wild horse populations within the CHMA do not exceed the AML, in order to maintain a thriving natural ecological balance and prevent degradation of wilderness character, watershed function, and ecological processes.

Goals

Maintain the wild horse population at the AML, within the carrying capacity of the environment, to preserve the area's wilderness character.

*Management Direction**Standards*

JMJP-048 - When managing wild horses within the Wilderness, employ uses prohibited by Section 4(c) of the Wilderness Act only when necessary to meet the minimum requirements for administering the area for the purpose of the Wilderness Act or when the uses are required under the WFRH&B (BLM Manual 6340).

Guidelines

JMJP-049 - In cases where impacts to springs and riparian systems result from wild horses, consider mitigation measures to prevent further degradation or to restore wilderness character.

JMJP-050 - When revising the Challis Herd Management Plan, identify management actions required to preserve wilderness character in addition to maintaining healthy populations of wild horses.

JMJP-051 – Hold periodic gathers, as necessary, to achieve AML within the CHMA. If gathers are necessary, on-the-ground activities within Wilderness will be accomplished on foot or by horseback. If MRA results in motorized means for horse gathers, aircraft (including helicopters) may be used to survey, herd, capture, and monitor wild horses. Landings are not permitted except in an emergency.

Monitoring

As guided by the Challis RMP and the Challis Herd Management Plan, BLM will maintain a current population inventory in order to determine if the wild horse population are within the AML. BLM will continue to conduct vegetation monitoring to determine if any impacts are being caused by wild horse populations.

Management Action

The Challis RMP and the Challis Herd Management Plan describe management of wild horses.

When horses are determined to be above the carrying capacity, a gather would be conducted, when feasible, in coordination with BLM Idaho and the BLM national wild horse program.

Minerals*Background*

The Wilderness Act, Section 4(d)(2) allows mineral surveying, including prospecting and other scientific activities, as long as these activities are carried out in a way that preserves wilderness character.

In general, mineral activities are prohibited in the Wilderness apart from those for scientific purposes per BLM Manual 6340 and FS Manual 2300 and rockhounding, which includes the collection of common invertebrate fossils and petrified wood per the Federal Land Policy Management Act of 1976 (43 USC 1701), 36 CFR Subpart C, and 43 CFR 8365.1-5.

Per FSM 2320 (section 2323.7) and BLM Manual 6340, information gathering activities may be authorized by geologic exploration permit or interagency agreement only if the activities involve very minor surface disturbance and are compatible with the preservation of the wilderness environment.

Geology - The geology of the JMJP Wilderness area consists primarily of Tertiary igneous and volcanic rocks and Eocene volcanic rocks such as andesite, latite, rhyolite and basalt as well as volcanic sandstones and mudstones, conglomerates and breccias. Quaternary glaciation, fluvial activity and landslides have modified surface geology.

Mining History - There are no major areas of historic mining development or interest within the JMJP wilderness boundary. The Wilderness is south of the Bayhorse Mining District as well as the Thompson Creek mining area and the Stanley Uranium area. The Bayhorse Mining District was mined from 1877 to approximately 1964, with over 1,000 mining claims located in that area during that time. The Stanley Uranium area was in production from 1957 until approximately 1960.

Active Claims - In the Wilderness Act, Section 4(d)(3), wildernesses were withdrawn from mineral activity, subject to valid existing rights, after December 31, 1983. All legislation passed since withdraws wilderness areas from mineral activity, subject to valid existing rights, as of the date of enactment, which is August 7, 2015 for the JMJP Wilderness. As of November 2016, there are zero (0) active or pending claims on BLM and NFS lands within the Wilderness boundary.

Mineral Resources - There are no identified abandoned mine land sites on BLM and NFS lands within the Wilderness boundary. There are no Comprehensive Environmental Response, Compensation, and Liability Act sites and no developed mineral material/rock source sites.

On BLM and NFS lands within the Wilderness boundary, mineral potential is non-existent to low for fluorspar, uranium, tungsten, molybdenum, gold, silver, mercury, cobalt, copper, zinc, antimony, tin and vanadium (Fisher and Johnson, 1995) with the exception of moderate potential in the Pine Creek drainage north of Sheep Mountain.

There is no geothermal resource potential and no salable mineral resource potential (Worl et al. 1989).

Desired Condition

The Wilderness will have negligible effects from mineral activities.

Goals

Preserve the wilderness environment while allowing activities for the purpose of gathering information about mineral resources.

Management Direction

Guidelines

JMJP-052 - Mineral activities for scientific or recreational purposes will be conducted in a manner compatible with the preservation of the wilderness environment. Rockhounding will be allowed only in a manner causing negligible surface disturbance.

JMJP-053 - Information about minerals or other resources within Wilderness may be gathered if such activity is compatible with the preservation of the Wilderness and casual use. Casual use may involve minor activity, such as sampling with hand tools, but does not involve explosives or mechanized earth-moving equipment.

Monitoring

Section 4(d)(2) of the Wilderness Act requires that wilderness areas be surveyed for minerals and other resources by the USGS on a recurring basis. BLM and FS would monitor for unauthorized, new mining claims or activity beyond casual use that is not compatible with the preservation of the wilderness environment.

Management Actions

Designate the Wilderness as a free-use area per 36 CFR 228.62 and develop rockhounding rules, such as a collection limit of 25 pounds per person per year using only hand tools in a recreational manner and leaving no trace of rockhounding activities.

Restrict collection of minerals to scientific research and by special use permit only.

Deny applications for permits for the removal of common variety mineral materials under the Mineral Material Act of July 31, 1947, as amended and supplemented.

If valid rights for locatable minerals pre-date Wilderness establishment and withdrawal from mineral entry, a Notice of Intent or Plan of Operations will be processed according to 36 CFR 228.4.

Fire Management

Background

Fire is an important ecological process on the landscape and an integral component of wilderness character. Whether started by lightning or humans, fire has helped determine vegetation communities across the landscape since the beginning of time.

Fire Occurrence - There is evidence of past fire occurrence throughout the JMJP Wilderness in the form of fire scars and ash layers within the soil profile. Fire has been effectively excluded from the landscape, including the JMJP Wilderness, since the late 1800's through suppression, livestock grazing which reduced fine fuels, and other land-use practices. Suppression can limit the benefits of natural fire that is on the landscape.

The BLM, FS, and state fire occurrence records for the JMJP Wilderness indicate that between 1910 and 2015 fires burned approximately 8,997 acres. The records show a total of 34 fires. The largest fire on record occurred in 1961 and was approximately 2,150 acres. A fire history map for the JMJP Wilderness is available in Appendix 9.

Fire Ecology - Periodic wildland fire has been the key habitat disturbance element affecting plant compositions, communities, and structure throughout the JMJP Wilderness. The role of fire has been altered by human actions for over a century, and these actions have affected plant communities, seral status, and condition class.

Fire Regime Condition Class – The natural role of wildland fire can be understood and communicated through the concept of fire regimes (Brown and Smith 2000). Fire regimes describe conditions that existed before Euro-American settlement. Fire regimes can provide reference conditions that represent conditions before fire was excluded from the landscape and can be used to assess wildland fire risk to plant communities, as well as other resources.

Fire Regime Condition Classes (FRCC; Hann and Bunnell 2001) are qualitative measures that describe departure from historical fire regimes, which could describe differences in important habitat characteristics including fuel loads, structure, age, complexity and species composition. Many reasons may have led to this departure, including harvesting of timber, fire exclusion, non-native species, grazing of livestock, insects and disease, and past management activities. There are three condition classes that indicate rankings of wildland fire risk. The risk of loss of key ecosystem components from wildland fire increases from Condition Class 1 (lowest risk) to Condition Class 3 (highest risk). The majority of acreage within the JMJP Wilderness lies within Condition Class 3 (73%). See map in Appendix 9.

Emergency Stabilization - Emergency stabilization is guided by each agency's current Watershed Protection and Management Emergency Stabilization – Burned Area Emergency Response policies (FSM 2323.43b and 2523; BLM 8560 and H-1742-1) and other FS and BLM policies. In general, emergency stabilization may be considered only if necessary to prevent an unnatural loss of the wilderness resource

or to protect life, property, and other resource values outside of wilderness following site-specific assessments and planning.

Desired Future Conditions

Natural ignitions are permitted to play, as nearly as possible, a natural role in ecosystem function, with consideration of the impact to firefighter and public safety, private property, developed facilities in surrounding areas, and wilderness character.

Goals

Consider the natural role of fire within the ecosystem in fire management decisions. Response to a wildland fire in or near wilderness would consider the full range of fire management strategies and tactics, ranging from monitoring to full suppression while protecting wilderness character. Also incorporate ecosystem factors, safety, and returning vegetation conditions to a more representative state in the decision-making process.

Fire management objectives in the Wilderness will be structured in accordance with the BLM Fire Management Plan (2005 or current) and the identified standards and guidelines in this document.

Management Direction

Standards

JMJP-054 – For FS, prior approval from the Forest Supervisor must be obtained to use motorized equipment or mechanized transport in wilderness for fire management activities (FSM 2326.04c and 2326.1). This includes, but is not limited to, retardant drops, water drops, and other ground-based intrusions.

JMJP-055 - For BLM, prior approval from the Field Office Manager must be obtained for helicopter bucket work, dip sites, water delivery, motorized water pumps, aerial retardant application, air transport, personnel shuttle, supply drops, and chainsaw use. Prior approval from the District Manager must be obtained for motor vehicle use including engines, transports, crew trucks, UTV/ATV, as well as helispot construction, and heavy equipment use (BLM Manual 6340 1.6 C. 7, ID-IM-2016-025).

JMJP-056 - Initial action on human-caused wildfire will be to suppress the fire at the lowest cost with the fewest negative consequences with respect to firefighter and public safety. (Interagency Standards for Fire and Fire Aviation Operations, 2017)

Guidelines

JMJP-057 - Determine actions for each wildland fire consistent with the protection of wilderness character (FSM 2324.23 and BLM 6340 1.6 C.7) and will ensure the safety of firefighters, the public, and consider the impacts to private property and developed facilities in surrounding areas.

JMJP-058 - The BLM would have the full range of options to achieve resource management objectives, ranging from full suppression to monitoring of naturally-ignited wildfires.

JMJP-059 - Coordinate with wilderness specialists and adjacent landowners, as appropriate, to develop compatible wildland fire management strategies.

JMJP-060 - Prescribed fire may be considered in the JMJP Wilderness and will be evaluated consistent with FS and BLM policy (FSM 2320, BLM 6340).

JMJP-061 - Allow campfires, except when existing and expected fire danger justifies implementation of fire closure orders. Coordinate proposed fire closures and restrictions Wilderness-wide.

Monitoring

Within the Wilderness boundary, agencies will annually monitor the number of intrusions due to wildfire activities, as well as acres burned.

Agencies will monitor the number of human-caused ignitions that occur within the Wilderness boundary annually.

Management Actions

Enhance public awareness and support through educational programs about the role of fire in the ecosystem and fire's role in maintaining wilderness character.

Use Minimum Impact Suppression Tactics (MIST) and assign Resource Advisors with knowledge and training or experience in wilderness management to fires in the plan area to minimize suppression impacts to wilderness character. Disturbance caused by suppression actions would be returned to as natural a condition as possible (FSM 2324.23, BLM Manual 6340 1.6 C.7).

Lands and Special Uses

Also see the Research section below.

Background

Section 4(c) of the Wilderness Act prohibits commercial enterprises, such as mining or logging operations, to be located in wilderness. Further, the collection of any resource for the purpose of commercial sale, including shed antlers or furs, is prohibited.

The *Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act* includes a prohibition on new water resource facilities or permits for new water resource facilities (Section 103 (B)); however, existing water rights are not affected by this Act.

There are three inholdings, entirely within the JMJP Wilderness boundary, and five parcels on the edge of the Wilderness (edgeholding) that are owned by the state of Idaho. Per Section 107 of the *Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act*, the Secretary shall seek to complete an exchange for state land located within the boundaries of the Wilderness. This process is occurring separately from this WMP process.

On the FS portion of the Wilderness, there is one privately owned water right and associated diversion on Bowery Creek. The point of diversion and part of the ditch is within the JMJP Wilderness and part of the ditch is within the Hemingway-Boulders Wilderness before it continues onto private land.

Competitive events, training events, and contests are prohibited in wilderness per FSM 2323.13h; BLM Manual 6340 1.6 C.13.d.

Proposals for commercial filming in Wilderness would be evaluated consistent with FS policy (FSH 2709.11 45.51 and 45.52), or most current policy, or BLM Manual 6340 (Section 1.6 C. 4), as applicable.

Desired Condition

Existing, authorized special uses continue in the Wilderness and are consistent with the Wilderness Act and are in the public interest.

Goals

Allow for special provision land uses as determined by laws, regulations, and the agencies' policies and management plans while minimizing developments, degradation to naturalness, and other impacts to wilderness character.

Monitoring

Monitoring of special provision land uses would occur in accordance with wilderness policy, as described in the Wilderness section.

Management Actions

No additional management actions are proposed for lands and special uses.

Commercial Services*Background*

Section 4(d)(6) of the Wilderness Act states that commercial services, such as outfitter and guides and pack stock rentals, are allowed "to the extent necessary for activities which are proper for realizing the recreational or other purposes of the areas." This is reiterated in the enabling legislation, Section 102(f).

Traveling by horseback in these lands, now designated as the JMJP Wilderness, is a traditional use with a long history. Outfitters and guides provide services to support visitors' recreational activities, such as hunting, hiking, riding, fishing, and pack trip operations. Within JMJP Wilderness, there are currently two permitted outfitters and only one with authorized assigned sites within the Wilderness.

Commercial services are further guided by agency-specific policy and guidance (e.g. FSM 2709.14) in addition to direction specific to wilderness.

The agencies acknowledge the MOU between Regions 1, 4, and 6 of the USFS, the BLM Idaho State office and the Idaho Outfitter and Guide Licensing Board (IOGLB). Agencies will work with the IOGLB to manage commercial services within the JMJP Wilderness, such as when undertaking the needs assessment through the land use plans.

Desired Condition

Recreational commercial services in the wilderness are still provided where consistent with the Wilderness Act and in the public interest.

Goals

Grant commercial use permits within the Wilderness only to meet an identified public need, to meet the agencies' objectives, or to provide benefits to the Wilderness.

*Management Direction**Standards*

JMJP-062 - Prohibit commercial services that are not wilderness-dependent.

JMJP-063 - Approve only temporary structures and facilities for outfitter and guide operations necessary to meet the public need in a manner compatible with the Wilderness environment.

Monitoring

Compliance of outfitter and guide operations is detailed in each outfitter's permit and operating plan.

Management Actions

If monitoring of commercial outfitting shows that negative impacts to wilderness character are occurring, management actions may include, but are not limited to: limiting the number of days that outfitter and guides are authorized, limiting areas in which certain guides are authorized, or establishing additional limitations on group sizes.

Research*Background*

Research within Wilderness is guided by the Wilderness Act, FSM 2320, and BLM Manual 6340. For information on wildlife management actions, see the Wildlife section.

Desired Condition

The Wilderness is available for conducting inventory, monitoring, and research that is deemed to be wilderness dependent and that follows the intent of the Wilderness Act.

The Wilderness will continue to be shaped by natural forces and processes, while providing an opportunity to further knowledge of natural, cultural, and social aspects of wilderness management.

Goals

Encourage research that will benefit wilderness management or that is wilderness dependent, and is compatible with preservation of wilderness character.

*Management Direction**Standards*

JMJP-064 - Require all authorized researchers to provide a copy of findings to the FS and the BLM.

Guidelines

JMJP-065 - Evaluate proposals for research in accordance with the Framework to Evaluate Proposals for Scientific Activities in Wilderness (or most current; also see JMJP-001). All parties interested in conducting research activities in Wilderness must have prior authorization.

JMJP-066 - Prohibit proposals that do not contribute to stewardship of the area as wilderness when they can be accomplished outside of Wilderness or if they cannot be conducted in a manner compatible with the preservation of wilderness character.

Monitoring

Monitoring of research activities within Wilderness would conform to FS wilderness character monitoring protocols.

Management Actions

No management actions are identified.

Law Enforcement and Search and Rescue

Background

Search and rescue activities on NFS and BLM-managed lands come under the jurisdiction of the county sheriff in the county where an incident has occurred. The role of the agencies is to provide guidance, and assistance, when requested.

Desired Condition

Law enforcement activities are conducted in a manner that minimizes impacts to wilderness character.

Search and rescue (SAR) operations are conducted in a manner that emphasizes the safety of victims and rescuers as well as minimizing impact on wilderness character.

Goals

Support and cooperate with county sheriffs in SAR operations.

Provide information and education on wilderness law, policy and mandate.

Coordinate SAR procedures in the JMJP Wilderness with local sheriff's departments, ensuring procedures are well-defined, allow for response to life-threatening situations in a timely manner, and protect wilderness character.

Conduct law enforcement activities in a manner that minimizes impacts to wilderness character.

Increase visitor awareness of the inherent risks in Wilderness and the preventive measures they can take to reduce the need for SAR response.

Encourage and support strong local and county leadership in search and rescue operations.

Management Direction

Guidelines

JMJP-067 - Use the flow chart in Appendix 10 for approval of motorized and mechanized emergency response.

JMJP-068 – For the purpose of ensuring SAR operations comply with wilderness regulations, except as otherwise necessary to provide for human life or recovery, the use of motorized and mechanized equipment for emergencies involving the life and safety of people must be approved by the Forest Supervisor/BLM Field Manager (or designated authority).

JMJP-069 - Use visitor education to achieve management objectives, where feasible.

JMJP-070 - Helicopter landing areas would use natural terrain features. Care should be taken that when approved vehicles used in SAR operations do not transport noxious weeds or cause unacceptable resource or social impacts. Immediately address any resource damage resulting from search and rescue operations.

Monitoring

Monitoring of law enforcement activities within Wilderness will include the number of incidents within the Wilderness, the number and type of prohibited uses involved, and the dates and locations of activities.

Following SAR operations, the lead agency will provide the appropriate federal agency with the date or dates of the emergency, the location, a description of the nature of the emergency, the number of responding personnel, and the number and type of prohibited uses involved.

Management Actions

As appropriate, seek to develop an MOU or other formal agreement with Custer County for SAR operations that covers the appropriate use of motorized equipment and mechanized transportation inside Wilderness, including any necessary information for Forest Service or BLM to authorize the use.

Developments and Other Human Effects or Disturbances*Background*

At the time of designation, the JMJP Wilderness contained a number of human disturbances and developments. A radio site on Sheep Mountain predates the wilderness designation. The Upper Lake Creek Campground is located within the BLM portion of the JMJP Wilderness and includes three developed campsites and a vault toilet. The engineered road leading to the campground includes several culverts. See Trails and Camping sections for additional information on recreational developments.

Desired Condition

Minimal developments occur within the JMJP Wilderness. Present are only developments that are deemed necessary for the administration of the area for the purpose of the Wilderness Act.

Goals

Limit developments for administrative purposes or under special use permit to those necessary for management, protection, and use for the purposes for which the Wilderness was established (FSM 2324.31; BLM Manual 6340 1.6.B. 2.).

Naturalize human-caused disturbances to the extent possible.

Consider the need for reseeding or revegetation when installing or removing developments.

*Management Direction**Standards*

JMJP-071 - Stay limits for all persons and personal property will not exceed 14 days. Traditional geocaching is prohibited.

Guideline

JMJP-072 - Maintain installations and structures if they are associated with a valid existing right, special provisions, or if they are the minimum necessary for the administration of the Wilderness where temporary or other management actions are not providing adequate protection in accordance with an MRA (FSM 2323.13; BLM Manual 6340 1.6.B. 2.).

Monitoring

Monitoring for unauthorized developments would occur during routine wilderness patrols, and would be removed or deconstructed when found.

Management Actions

An Operations and Maintenance Plan is under development for the Sheep Mountain repeater site, and an MRA will be completed simultaneously.

BLM will retain Upper Lake Creek Campground. Maintenance of the campground will be in accordance with an MRA. If the facility is damaged, becomes unusable or a safety hazard, the facility would not be replaced.

Unattended personal property not associated with an active camp will be removed by agency personnel and held for 30 days at the appropriate FS or BLM office. If possible, the owner of the personal property would be contacted.

Small-scale disturbances (e.g. campsites, abandoned developments, or linear disturbances created by vehicles) may be rehabilitated with non-motorized, non-mechanized means. An MRA and NEPA analysis would be required for motorized or mechanized equipment. The NHPA process will be followed for all projects (mechanized or non-mechanized) with the potential to adversely affect heritage resources. Actions would generally be conducted in the following order, as needed:

- | | | |
|-----------------------|---|------------------------------|
| 1. Physical Closure | 4. Re-contouring | 6. Erosion control |
| 2. Decompaction | 5. Vertical mulching or
"iceberging" | 7. Vegetative
restoration |
| 3. Scarifying/Pitting | | |

Wilderness Education and Interpretation

Background

BLM and FS wilderness policies (BLM 6340 and FS 2320) encourage education and outreach to inform visitors of the inherent risks found in wilderness, and to improve understanding of wilderness, including opportunities for public use and enjoyment, and the relationship between the wilderness resource and other resources and activities present in the wilderness.

Desired Condition

Trailhead information signs provide interpretive and educational information, as well as use restrictions.

Visitor encounters with wilderness rangers, staff, or volunteers for on-the-spot education will be positive and will emphasize "Leave No Trace" principles and wilderness regulations.

Goals

Use education, information and interpretation as a proactive approach in managing activities that may impact the preservation of wilderness character.

Emphasize the value of wilderness, not only as a non-motorized recreation area, but also as an undeveloped place of natural processes and personal risks.

Management Direction

Standards

JMJP-073 - Prohibit interpretive trails in the JMJP Wilderness.

Guideline

JMJP-074 - Emphasize a proactive approach to wilderness education. Build partnerships and relationships with organization camps, group organizations, businesses, school and university programs, permittees, permanent and seasonal staff, and other users to integrate Leave No Trace and wilderness ethics into their operations.

Monitoring

Monitoring recreational uses within the Wilderness are detailed under the Recreation section, and education may be used to manage those uses.

Management Actions

Education and outreach is one method that may be employed or increased in response to campsite and solitude thresholds established, but may also be employed to prevent or respond to any recreational visitor impacts.

Incorporate wilderness education principles (e.g., wilderness character, safety, "Leave No Trace," sensitive resources, noxious weeds, or other area information) in brochures, on the BLM and FS websites, on agency maps, at visitor centers, or on other educational materials that describe the Wilderness.

Education may include, but is not limited to, the following topics:

- Wilderness character and wilderness stewardship,
- Leave No Trace ethics, including proper camping techniques and food storage and containment,
- Proper management of dogs to minimize social conflicts or effects to wildlife (e.g., under voice or physical control, horse or hiker encounter etiquette),
- Preventing wildlife encounters/proper food storage techniques,
- Night sky importance and protection,
- Prevention of invasive species establishment,
- Cultural resource interpretation, appreciation and protection measures,
- Natural role of fire in the ecosystem, and
- The inherent risks of recreating in remote areas.

PLAN IMPLEMENTATION

The following lists reflect a summary of the actions identified in this WMP. Actual implementation would be subject to staff and funding availability outside the control of this plan.

Ongoing Activities

Actions that are ongoing or would be implemented upon adoption of the WMP include:

- Install and maintain wilderness boundary signs
- Provide visitor information and education
- Monitor wilderness character
- Monitoring wildlife and fish
- Implement and monitor recreation management actions (e.g. group size limit, padded high lines, remove non-historic camp structures)

Future Activities

Some actions may require further planning and public involvement not covered by this plan, such as those prompted by changing resource conditions. This may include an MRA or site-specific NEPA analysis. Actions that may require further analysis include:

- New proposals:
 - Wildlife management activities
 - Restoration activities
 - Requests for research or filming
 - Livestock grazing facilities
- Rehabilitation
 - Undesirable or highly impacted campsites, social trails, or stock areas
 - Unauthorized vehicle impacts
- Removal of abandoned, non-historic developments
- Control infestations of noxious weeds and invasive plant species
- Recreation management actions in response to exceeding thresholds identified in this plan

PLAN EVALUATION

This management plan will be revised when the management direction no longer meet wilderness management objectives or when a change in the existing situation warrants revised management. The need for revision would be reviewed, as conditions warrant. If the decision is made to revise the plan, it will be accomplished with public participation. Minor revisions such as typographical or cartographical errors, or terminology changes may be made by inserting an errata sheet.

GLOSSARY

Assigned Outfitter Camp

A location that is authorized for use and occupancy by an outfitting and guiding permit and for which a fee is paid.

Camping Stay Limit

Persons may camp within designated campgrounds or on undeveloped public lands not closed to camping on the public lands within the state of Idaho for a period of not more than 14 consecutive days. Exceptions, which will be posted include areas closed to camping and areas with specifically designated camping stay limits. The 14-day limit may be reached either through a number of separate visits or through 14 days of continuous occupation during the 28 day period. After the 14th day of occupation campers must move outside of a 25-mile radius of the previous location. (Per BLM Regulation: ID-913-02-4740-04)

Campsite Condition Index

The impact index/condition class is the sum of nine weighted parameters including vegetation loss, mineral soil increase, tree damage, root exposure, stock evidence, development, cleanliness, social trails and camp area. The range of the impact index is divided into four condition classes (light impact through extreme impact). Also see Appendix 5 of this document.

Clean Air Act

An Act of Congress established to protect and enhance the quality of the Nation's air through air pollution prevention and control.

Clean Water Act

An Act of Congress which establishes policy to restore and maintain the chemical, physical and biological integrity of the Nation's waters.

Commercial Enterprise

Any use or activity undertaken for the purpose of sale of products or services, for the generation of funds or revenue, or for the promotion of a product, individual or business, regardless of whether the use or activity is intended to produce a profit, including any use or activity where an entry or participation fee is charged. (BLM Manual 6340)

Day

Defined for visitor use monitoring, a "day" is an eight-hour period.

Desired Condition

In Forest Plan regulations (36 CFR 219.7), a desired condition is a description of specific social, economic, and/or ecological characteristics of the plan area, or a portion of the plan area, toward which management of the land and resources should be directed. Desired conditions must be described in terms that are specific enough to allow progress toward their achievement to be determined, but do not include completion dates.

Within wilderness, the desired condition is a statement that describe specific conditions sought in a particular wilderness. It is a description of specific social and biophysical elements described in the context of wilderness character.

Developments

Per the Wilderness Act (Section 2c) “An area of wilderness is further defined to mean in this Act an area of undeveloped Federal land retaining its primeval character and influence, without permanent improvements or human habitation...”

Permanent Improvement. A structural or nonstructural improvement that is to remain at a particular location for more than one field season. Permanent improvements include such items as trails, toilet buildings, cabins, fences, tent frames, fire grills, and instrumentation stations. (FSM 2320.5)

Temporary Structure. Any structure that is easy to dismantle, that could be removed completely from a site between periods of actual use, and that must be removed at the end of each season of use if the non-use period is greater than 30 days. (FSM 2320.5)

Reference BLM Manual 6340, or the most current BLM wilderness policy for definitions.

Dispersed Campsite

Camping anywhere on National Forest or BLM lands outside of a designated campground. Dispersed camping means there are no toilets, no picnic tables, no trash cans, no treated water, and no fire grates. Designated campsites are different, and campers are generally directed or permitted to camp only in those sites.

Drop Camp

Undesignated campsites used by parties whose camp equipment and supplies are packed in and/or out by an outfitter.

Edgeholding

Land owned or managed by an entity other than a wilderness-managing agency that is contiguous with, but not completely surrounded by, the designated wilderness boundary. Parcels touching a wilderness only at a corner are not edgeholdings. (BLM Manual 6340)

Endangered Species Act

An Act of Congress intended to protect species and subspecies of plants and animals that are of “aesthetic, ecological, educational, historical, recreational, and scientific value.” Candidate species are plant and animal species being considered for listing as endangered or threatened, in the opinion of the U.S. Fish and Wildlife Service or the National Marine Fisheries Service.

Framework to Evaluate Proposals for Scientific Activities in Wilderness

The evaluation framework provides an approach for thinking through and documenting how proposals for scientific activities in wilderness may be evaluated. Also see <http://www.wilderness.net/science> for a copy of the most current Framework.

Goal

In Forest Plan regulations (36 CFR 219.7), goals are broad statements of intent, other than desired conditions, usually related to process or interaction with the public. Goals are expressed in broad, general terms, but do not include completion dates.

Guideline

In Forest Plan regulations (36 CFR 219.7), a guideline is a constraint on project and activity decision-making that allows for departure from its terms, so long as the purpose of the guideline is met. Guidelines are established to help achieve or maintain a desired condition or conditions, to avoid or mitigate undesirable effects, or to meet applicable legal requirements.

Guiding

Providing services or assistance (such as supervision, protection, education, training, packing, touring, subsistence, transporting people, or interpretation) for pecuniary remuneration or other gain to individuals or groups on National Forest System lands. The term "guide" includes the holder's employees and agents. (FSH 2709.11)

Highline

A rope stretched between two trees to which horses are tied.

Iceberging

A technique to make a rehabilitated campsite less desirable to camp in, typically using partially buried rocks.

Inholding

Land owned or managed by an entity other than a wilderness-managing agency that is completely surrounded by the designated wilderness boundary. (BLM Manual 6340)

Minimum Requirements Analysis (MRA)

The process by which allowances for one of the eight prohibited uses described in Section 4(c) of the Wilderness Act are analyzed to determine if they are "necessary to meet minimum requirements for the administration of the area for the purpose of [the Wilderness] Act." The Minimum Requirements Decision Guide (MRDG) is typically used to perform the analysis. The BLM requires the use of the MRDG per policy (BLM Manual 6340). Also see <http://www.wilderness.net/MRA> for more information, and a copy of the current form.

National Environmental Policy Act (NEPA)

The National Environmental Policy Act of 1969 requires environmental analysis and public disclosure of federal actions.

National Wilderness Preservation System

All lands managed under the Wilderness Act and subsequent wilderness designations, irrespective of the department or agency having jurisdiction.

Natural

Area appears to have been primarily affected by the forces of nature and are substantially free from the effects of modern civilization.

Other Features of Value

Area may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value. Though not required of any wilderness, where they are present they are part of that area's wilderness character, and must be protected as rigorously as any of the other four required qualities.

Outfitting

Renting on or delivering to National Forest System lands for pecuniary remuneration or other gain any saddle or pack animal, vehicle, boat, camping gear, or similar supplies or equipment. The term "outfitter" includes the holder's employees and agents. (FSH 2709.11)

Outstanding opportunities for solitude or a primitive and unconfined type of recreation

Area provides outstanding opportunities for people to experience solitude or primeval and unrestricted recreation including the values associated with physical and mental inspiration, challenge, self-reliance, self-discovery, and freedom.

Personal property

Includes, but is not limited to: hunting blinds, campsite equipment, toilet facilities, game cameras, geocaches, tent poles, and camp furniture (tables, chairs).

Progressive Camps

A series of camps used during trips through an area. Duration of use is usually 1-2 nights per location. These camps are not set up in advance of arrival and are removed as the party moves on.

Recreation Management Actions

Actions for managing recreational use fall into one of three categories: engineering, education and enforcement. Engineering includes site design, construction and maintenance; for example, providing, removing or relocating facilities (campsites, trails), or using vegetation or other physical barriers to direct visitor use. Information and education is most commonly employed to modify visitor behavior, adjust visitor attitudes and expectations, and alter the spatial and temporal distribution of use. Common examples include the Leave No Trace program, signs, and visitor contacts. Regulations with enforcement can be used to implement all management strategies. Examples include restricting or prohibiting access to specific locations, access at particular times, certain types of behavior, particular activities, equipment or modes of travel, length of stay, and group size. For more information see the Visitor Use Management Framework (Interagency Visitor Use Management Council, 2016).

Restore or Restoration

Ecological restoration is the process of assisting the recovery of an ecosystem that has been degraded, damaged, or destroyed.

Service Day

An allocation of use constituting a day or any part of a day on National Forest System lands for which an outfitter or guide provides services to a client. The total number of service days is calculated by multiplying each service day by the number of clients on the trip. (FSH 2709.11, Chapter 41.53d)

Social Trail

See "User-Developed Routes" below.

Spike Camp

A temporary camp generally located in a more remote location, with bare necessities and fewer occupants than other types of camps. Spike camps are generally supplied from a base camp.

Special Provisions

Legislated exceptions to the 1964 Wilderness Act Section 4(c) prohibitions against commercial enterprise, permanent roads, motor vehicles, motorized equipment, aircraft landing, mechanical transport, structures and installations. Also referred to as “non-conforming uses.”

Special-Use Permit

A special-use authorization that provides permission, without conveying an interest in land, to occupy and use National Forest System lands or facilities for specific purposes, and which is both revocable and terminable. For example, research, or outfitting and guiding.

Standard

In Forest Plan regulations (36 CFR 219.7), a standard is defined as a mandatory constraint on project and activity decision-making, established to help achieve or maintain the desired condition or conditions, to avoid or mitigate undesirable effects, or to meet applicable legal requirements.

Stock Handling Areas

Where temporary stock containment (e.g. highline) is used.

Tree-Saver Device

A strap or webbing used to protect trees from damage. When using a tree as an anchor point for a stock containment system, wrapping cable, rope or chain around it causes damage to the tree. Using webbing can help eliminate the risk of damaging or ‘ringing’ the bark.

Undeveloped

Area is essentially without permanent improvements or the sights and sounds of modern human occupation, and it retains its primeval character.

Untrammeled

Area is unhindered and free from intentional actions of modern human control or manipulation.

User-Developed Routes

These routes are unplanned, unauthorized trails or roads that have not been designated and managed as a trail by the federal agency. In wilderness, trails are generally created by the repeated passage of people heading to the same destination; sometimes called social trails.

Varve

A varve is a pair of laminations of contrasting color and texture deposited in a water body. A varve represents the sediment deposit of a single year. The coarser sediment (typically light colored compared to the dark colored fine sediment) is deposited under relatively high energy conditions when meltwater introduces relatively large amounts of sediment into the water body.

Vertical Mulching

A technique used to help revegetate disturbances by ‘planting’ dead plant material to help stabilize soils, provide shade structures to assist plant recruitment, protect seeds, and reduce the visual impact of the disturbance.

Wilderness

Wilderness is a legal designation designed to provide long-term protection and conservation of Federal public lands designated by Congress as part of the National Wilderness Preservation System. Wilderness is defined by the Wilderness Act of 1964 as “an area where the earth and its community of life are

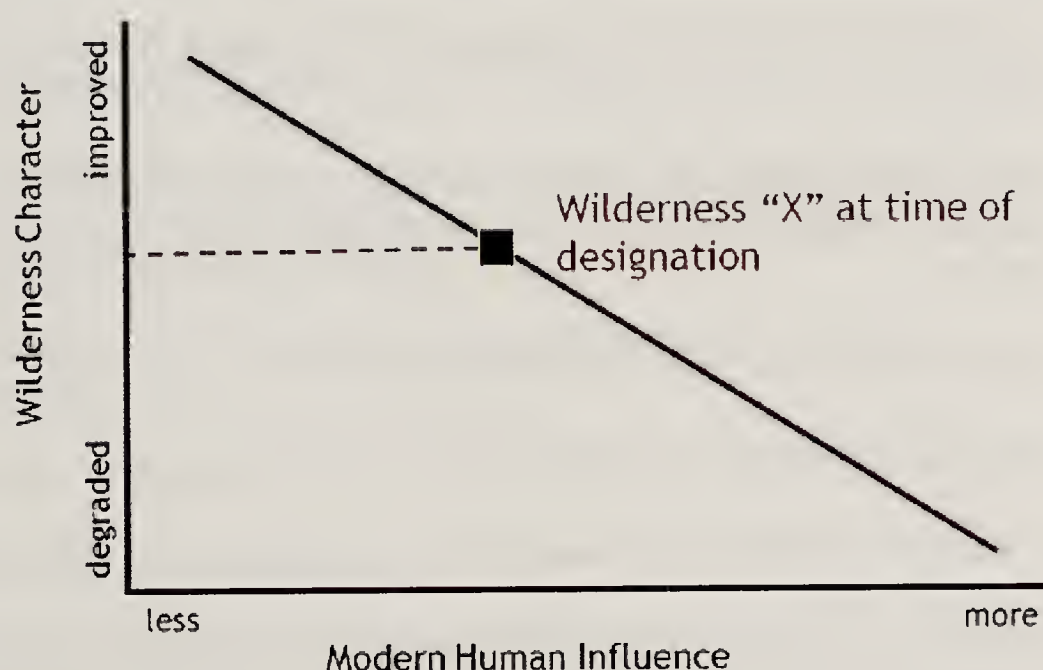
untrammeled by man, where man himself is a visitor who does not remain...Federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions and which (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least five thousand acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value."

Note on capitalization: in this document, lowercase wilderness is used when referring to wilderness, in general. Capitalized Wilderness is used in reference to the JMJP Wilderness, specifically, or to the Wilderness Act, as both are proper names.

Wilderness Character

The central mandate of the Wilderness Act is to preserve wilderness character, a concept that distinguishes wilderness from all other lands. The four managing agencies have defined it as "A holistic concept based on the interaction of 1) biophysical environments relatively free from modern human manipulation and impact, 2) personal experiences in natural environments relatively free from the encumbrances and signs of modern society, and 3) symbolic meanings of humility, restraint, and interdependence that inspire human connection with nature." Statutory language of the Wilderness Act, Section 2(c), is used to identify five qualities of wilderness character: Untrammeled, Natural, Undeveloped, Outstanding Opportunities for Solitude or a Primitive and Unconfined Type of Recreation, and Other Features of Value.

The following graphical representation of the primary goal of wilderness management – to preserve wilderness character – is shown here. Wilderness managers must fulfill the congressional mandate to "preserve wilderness character," and not to allow the black square to slide down the diagonal line. For more information see FSM 2320 or BLM Manual 6340.



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36 CFR Part 222 – Range Management

36 CFR Part 228 – Minerals

36 CFR Part 292 – National Recreation Areas

36 CFR Part 293 – Wilderness

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APPENDIX 1 - WATER RIGHTS

The following decreed water rights were held in the wilderness at the time of designation.

Basin	Sequence No.	Use	Source	Tributary	Rate (CFS)	Volume (AFA)	Location POD	Owner
34	216	Stockwater	Bowery Creek	East Fork Salmon River	0.02		NESWSE Sec. 09 T08N R17E	Heather Katherine Mack Thomas E Mack
34	7297	Stockwater Wildlife	Spring	Mosquito Creek	0.02	1.3	SWNW Sec. 11 T09N R19E	U.S.A. Acting Through USDI BLM
34	7301	Stockwater	Spring	Sagebrush Creek	0.02		SESW Sec. 35 T09N R18E	U.S.A. Acting Through USDA Forest Service
34	7302	Stockwater	Spring	Taylor Creek	0.02		SWSE Sec. 25 T09N R18E	U.S.A. Acting Through USDA Forest Service
34	7303	Stockwater	Spring	Twin Bridges Creek	0.02	8.5	SESW Sec. 26 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	7303	Stockwater	Sagebrush Spring	Sagebrush Creek	0.02		NESE Sec. 17 T09N R18E	U.S.A. Acting Through USDA Forest Service
34	7305	Stockwater	Pine Creek Spring	Pine Creek	0.02		NENW Sec. 18 T09N R18E	U.S.A. Acting Through USDA Forest Service
34	7306	Stockwater	Spring	Pine Creek	0.02		NWNE Sec. 26 T09N R18E	U.S.A. Acting Through USDA Forest Service
34	7307	Stockwater	Spring	Sheep Creek	0.02		SWSW Sec. 24 T09N R18E	U.S.A. Acting Through USDA Forest Service
34	7354	Stockwater	Spring	Twin Bridges Creek	0.02	8.4	SWNW Sec. 26 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	7355	Stockwater	Spring	Twin Bridges Creek	0.02	8.4	SWSE Sec. 23 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	7356	Stockwater	Spring	Twin Bridges Creek	0.02	8.4	SWSE Sec. 25 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	7357	Stockwater	Spring	Twin Bridges Creek	0.02	8.4	SWSW Sec. 25 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	7358	Stockwater	Spring	Twin Bridges Creek	0.02	8.4	SWSE Sec. 25 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	7383	Stockwater	Spring	Twin Bridges Creek	0.02	8.4	SENE Sec. 34 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	7384	Stockwater	Spring	Twin Bridges Creek	0.02	8.4	NENE Sec. 34 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	7385	Stockwater	Spring	Twin Bridges Creek	0.02	8.4	NENE Sec. 34 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	7386	Stockwater	Spring	Twin Bridges Creek	0.02	8.4	NWNW Sec. 26 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	7387	Stockwater	Spring	Twin Bridges Creek	0.9	0.9	NENW Sec. 26 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	7388	Stockwater	Spring	Twin Bridges Creek	0.02	8.4	SWNW Sec. 26 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	7389	Stockwater	Spring	Twin Bridges Creek	0.02	8.4	SESE Sec. 26 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	7390	Stockwater	Spring	Twin Bridges Creek	0.02	8.4	SWSE Sec. 26 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	7391	Stockwater	Spring	Twin Bridges Creek	0.02	8.4	SWSW Sec. 26 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	7392	Stockwater	Spring	Twin Bridges Creek	0.02	8.4	NENW Sec. 26 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	7393	Stockwater	Spring	Twin Bridges Creek	0.02	8.4	NENE Sec. 34 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	7394	Stockwater	Spring	Twin Bridges Creek	0.02	8.4	NENE Sec. 34 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	7395	Stockwater	Spring	Twin Bridges Creek	0.02	8.4	NWNW Sec. 35 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	7396	Stockwater	Spring	Twin Bridges Creek	0.02	8.4	SWNW Sec. 36 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	7397	Stockwater	Spring	Twin Bridges Creek	0.02	8.4	NWNE Sec. 01 T07N R19E	U.S.A. Acting Through USDA Forest Service
34	7398	Stockwater	Spring	Twin Bridges Creek	0.02	8.4	NWSE Sec. 36 T07N R19E	U.S.A. Acting Through USDA Forest Service
34	7399	Stockwater	Spring	Twin Bridges Creek	0.02	8.4	NESW Sec. 36 T07N R19E	U.S.A. Acting Through USDA Forest Service
34	7400	Stockwater	Spring	Twin Bridges Creek	0.02	8.4	NENENW Sec. 26 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	7401	Stockwater	Spring	Twin Bridges Creek	0.02	8.4	SESWSE Sec. 23 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	10551	Stockwater	Bowery Creek	East Fork Salmon River	0.02		SWSE Sec. 09 NESE Sec. 13 T08N R17E	U.S.A. Acting Through USDA Forest Service
34	10606	Stockwater	Spring	Sinks	0.02		NENE Sec. 33 T09N R19E	U.S.A. Acting Through USDA Forest Service

Basin	Sequence No.	Use	Source	Tributary	Rate (CFS)	Volume (AFA)	Location POD	Owner
34	10608	Stockwater	Spring	Sinks	0.02		NESE Sec. 28 T09N R19E	U.S.A. Acting Through USDA Forest Service
34	10639	Stockwater	Pedrini Spring	Pine Creek	0.02		SESW Sec. 17 T09N R18E	U.S.A. Acting Through USDA Forest Service
34	10640	Stockwater	Spring	Pine Creek	0.02		SESW Sec. 17 T09N R18E	U.S.A. Acting Through USDA Forest Service
34	10642	Stockwater	Pine Creek	East Fork Salmon River	0.02		NWNW Sec. 25 T09N R18E NWSW Sec. 34 T09N R18E	U.S.A. Acting Through USDA Forest Service
34	10643	Stockwater	Sheep Creek	East Fork Salmon River	0.02		SESW Sec. 25 T09N R17E NENW Sec. 34 T09N R17E	U.S.A. Acting Through USDA Forest Service
34	10644	Stockwater	Spring	Sinks	0.02		SWSW Sec. 21 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	10648	Stockwater	East Pass Creek	Herd Creek	0.02		NENE Sec. 05 T09N R19E NENW Sec. 29 T09N R19E	U.S.A. Acting Through USDA Forest Service
34	10649	Stockwater	Herd Creek	East Fork Salmon River	0.02		NESW Sec. 07 T09N R19E SESW Sec. 29 T09N R19E	U.S.A. Acting Through USDA Forest Service
34	10656	Stockwater	Spring	Sinks	0.02		NWSE Sec. 27 T09N R18E	U.S.A. Acting Through USDA Forest Service
34	10658	Stockwater	Spring	MC Donald Creek	0.02		NESE Sec. 27 T09N R18E	U.S.A. Acting Through USDA Forest Service
34	10671	Stockwater	Spring	Sinks	0.02		NESE Sec. 27 T09N R18E	U.S.A. Acting Through USDA Forest Service
34	10867	Stockwater	Narrow Canyon Springs	Sinks	0.02		SWSW Sec. 22 T09N R17E	U.S.A. Acting Through USDA Forest Service
34	11454	Stockwater	Spring	Pinto Creek	0.02		SWSE Sec. 10 T08N R20E	U.S.A. Acting Through USDA Forest Service
34	11481	Stockwater	Spring	Pinto Creek	0.02		SESW Sec. 10 T08N R20E	U.S.A. Acting Through USDA Forest Service
34	11483	Stockwater	Spring	Pinto Creek	0.02		SWSE Sec. 10 T08N R20E	U.S.A. Acting Through USDA Forest Service
34	11484	Stockwater	Spring	Pinto Creek	0.02		NWSW Sec. 11 T08N R20E	U.S.A. Acting Through USDA Forest Service
34	11488	Stockwater	Spring	Pinto Creek	0.02		SENE Sec. 10 T08N R20E	U.S.A. Acting Through USDA Forest Service
34	11489	Stockwater	Spring	Pinto Creek	0.02		SWSE Sec. 03 T08N R20E	U.S.A. Acting Through USDA Forest Service
34	11490	Stockwater	Spring	Pinto Creek	0.02		NWSE Sec. 03 T08N R20E	U.S.A. Acting Through USDA Forest Service
34	11491	Stockwater	Spring	Pinto Creek	0.02		SWNW Sec. 02 T08N R20E	U.S.A. Acting Through USDA Forest Service
34	11492	Stockwater	Spring	Pinto Creek	0.02		NWNW Sec. 03 T08N R20E	U.S.A. Acting Through USDA Forest Service
34	11493	Stockwater	Spring	Pinto Creek	0.02		NENW Sec. 02 T08N R20E	U.S.A. Acting Through USDA Forest Service
34	11494	Stockwater	Spring	Pinto Creek	0.02		NESE Sec. 03 T08N R20E	U.S.A. Acting Through USDA Forest Service
34	11495	Stockwater	Spring	Pinto Creek	0.02		NESE Sec. 03 T08N R20E	U.S.A. Acting Through USDA Forest Service
34	11496	Stockwater	Spring	Pinto Creek	0.02		SWSW Sec. 02 T08N R20E	U.S.A. Acting Through USDA Forest Service
34	11497	Stockwater	Spring	Pinto Creek	0.02		SWNW Sec. 11 T08N R20E	U.S.A. Acting Through USDA Forest Service
34	11500	Stockwater	Spring	Burnt Creek	0.02		SWSW Sec. 15 T08N R20E	U.S.A. Acting Through USDA Forest Service
34	11506	Stockwater	Spring	Lake Creek	0.02		SWSE Sec. 29 T08N R20E	U.S.A. Acting Through USDA Forest Service
34	11507	Stockwater	Spring	Lake Creek	0.02		NENW Sec. 29 T08N R20E	U.S.A. Acting Through USDA Forest Service
34	11508	Stockwater	Spring	Twin Bridges Creek	0.02		NWSE Sec. 20 T08N R20E	U.S.A. Acting Through USDA Forest Service
34	11509	Stockwater	Spring	Twin Bridges Creek	0.02		NWNW Sec. 29 T08N R20E	U.S.A. Acting Through USDA Forest Service
34	11510	Stockwater	Spring	Twin Bridges Creek	0.02		NESW Sec. 20 T08N R20E	U.S.A. Acting Through USDA Forest Service
34	11511	Stockwater	Spring	Twin Bridges Creek	0.02		NESW Sec. 20 T08N R20E	U.S.A. Acting Through USDA Forest Service
34	11512	Stockwater	Spring	Twin Bridges Creek	0.02		SENE Sec. 20 T08N R20E	U.S.A. Acting Through USDA Forest Service
34	11513	Stockwater	Spring	Twin Bridges Creek	0.02		NENE Sec. 25 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	11514	Stockwater	Spring	Twin Bridges Creek	0.02		NENE Sec. 25 T08N R19E	U.S.A. Acting Through USDA Forest Service

Basin	Sequence No.	Use	Source	Tributary	Rate (CFS)	Volume (AFA)	Location POD	Owner
34	11515	Stockwater	Spring	Twin Bridges Creek	0.02		SESE Sec. 24 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	11516	Stockwater	Spring	Twin Bridges Creek	0.02		NESE Sec. 24 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	11517	Stockwater	Spring	Twin Bridges Creek	0.02		SENE Sec. 24 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	11518	Stockwater	Spring	Twin Bridges Creek	0.02		NWNW Sec. 19 T08N R20E	U.S.A. Acting Through USDA Forest Service
34	11519	Stockwater	Spring	Twin Bridges Creek	0.02		SWNW Sec. 19 T08N R20E	U.S.A. Acting Through USDA Forest Service
34	11547	Stockwater	Spring	Twin Bridges Creek	0.02		SWNE Sec. 20 T08N R20E	U.S.A. Acting Through USDA Forest Service
34	11551	Stockwater	Spring	Pinto Creek	0.02		NWNW Sec. 11 T08N R20E	U.S.A. Acting Through USDA Forest Service
34	11552	Stockwater	Spring	Pinto Creek	0.02		SWSW Sec. 03 T08N R20E	U.S.A. Acting Through USDA Forest Service
34	11553	Stockwater	Spring	Twin Bridges Creek	0.02		NENE Sec. 13 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	11554	Stockwater	Spring	Twin Bridges Creek	0.02		NWSW Sec. 18 T08N R20E	U.S.A. Acting Through USDA Forest Service
34	11555	Stockwater	Spring	Twin Bridges Creek	0.02		NESW Sec. 13 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	11556	Stockwater	Spring	Twin Bridges Creek	0.02		NESW Sec. 13 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	11557	Stockwater	Spring	Twin Bridges Creek	0.02		SESW Sec. 13 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	11558	Stockwater	Spring	Twin Bridges Creek	0.02		NENW Sec. 24 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	11559	Stockwater	Spring	Twin Bridges Creek	0.02		SWSE Sec. 13 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	11560	Stockwater	Spring	Twin Bridges Creek	0.02		NENE Sec. 24 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	11561	Stockwater	Spring	Twin Bridges Creek	0.02		NENE Sec. 24 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	11562	Stockwater	Spring	Twin Bridges Creek	0.02		NWSW Sec. 20 T08N R20E	U.S.A. Acting Through USDA Forest Service
34	11564	Stockwater	Spring	Twin Bridges Creek	0.02		SENE Sec. 34 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	11565	Stockwater	Spring	Twin Bridges Creek	0.02		NENE Sec. 34 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	11566	Stockwater	Spring	Twin Bridges Creek	0.02		SWSW Sec. 24 T08N R19E	U.S.A. Acting Through USDA Forest Service
34	11787	Stockwater	Spring	Lake Creek	0.02		SWNENW Sec. 22 T09N R19E	U.S.A. Acting Through USDI BLM
34	11789	Stockwater	Spring	Lake Creek	0.02		SWSENW Sec. 22 T09N R19E	U.S.A. Acting Through USDI BLM
34	11791	Stockwater	Spring	Lake Creek	0.02		SESWNE Sec. 22 T09N R19E	U.S.A. Acting Through USDI BLM
34	11795	Stockwater	Spring	Lake Creek	0.02		NWNWSE Sec. 22 T09N R19E	U.S.A. Acting Through USDI BLM
34	11813	Stockwater	Spring	Lake Creek	0.02		SWSWSE Sec. 23 T09N R19E	U.S.A. Acting Through USDI BLM
34	11817	Stockwater	Spring	Herd Lake	0.02		NWNWSW Sec. 24 T09N R19E	U.S.A. Acting Through USDI BLM
34	11819	Stockwater	Spring	Herd Lake	0.02		NWSESW Sec. 24 T09N R19E	U.S.A. Acting Through USDI BLM
34	11825	Stockwater	Spring	Lake Creek	0.02		SWSWNE Sec. 24 T09N R19E	U.S.A. Acting Through USDI BLM
34	11833	Stockwater	Spring	Mosquito Creek	0.02		NWNWSE Sec. 11 T09N R19E	U.S.A. Acting Through USDI BLM
34	11835	Stockwater	Spring	Mosquito Creek	0.02		NWNESE Sec. 11 T09N R19E	U.S.A. Acting Through USDI BLM
34	11837	Stockwater	Spring	Mosquito Creek	0.02		NWNWSW Sec. 11 T09N R19E	U.S.A. Acting Through USDI BLM
34	11839	Stockwater	Spring	Mosquito Creek	0.02		NENESE Sec. 10 T09N R19E	U.S.A. Acting Through USDI BLM
34	11841	Stockwater	Spring	Bull Gulch Creek	0.02		SWNWSW Sec. 27 T09N R19E	U.S.A. Acting Through USDI BLM
34	11843	Stockwater	Spring	Bull Gulch Creek	0.02		SENWSW Sec. 27 T09N R19E	U.S.A. Acting Through USDI BLM
34	11847	Stockwater	Spring	Bull Gulch Creek	0.02		NESWSE Sec. 27 T09N R19E	U.S.A. Acting Through USDI BLM
34	11849	Stockwater	Spring	Bull Gulch Creek	0.02		SWSESE Sec. 27 T09N R19E	U.S.A. Acting Through USDI BLM
34	11855	Stockwater	Spring	Bull Gulch Creek	0.02		NESESE Sec. 27 T09N R19E	U.S.A. Acting Through USDI BLM
34	11857	Stockwater	Spring	Bull Gulch Creek	0.02		SWSWSW Sec. 26 T09N R19E	U.S.A. Acting Through USDI BLM
34	11859	Stockwater	Spring	Lake Creek	0.02		NWSESE Sec. 26 T09N R19E	U.S.A. Acting Through USDI BLM
34	11861	Stockwater	Spring	Lake Creek	0.02		NWSESE Sec. 26 T09N R19E	U.S.A. Acting Through USDI BLM

Basin	Sequence No.	Use	Source	Tributary	Rate (CFS)	Volume (AFA)	Location POD	Owner
34	11863	Stockwater	Spring	Lake Creek	0.02		SENESE Sec. 26 T09N R19E	U.S.A. Acting Through USDI BLM
34	11865	Stockwater	Spring	Lake Creek	0.02		NESENE Sec. 26 T09N R19E	U.S.A. Acting Through USDI BLM
34	11867	Stockwater	Spring	Bull Gulch Creek	0.02		NENWNW Sec. 35 T09N R19E	U.S.A. Acting Through USDI BLM
34	11877	Stockwater	Spring	East Fork Herd Creek	0.02		SESWSE Sec. 35 T09N R19E	U.S.A. Acting Through USDI BLM
34	11881	Stockwater	Spring	East Fork Herd Creek	0.02		SESESE Sec. 35 T09NR19E	U.S.A. Acting Through USDI BLM
34	11883	Stockwater	Spring	Lake Creek	0.02		SESWSW Sec. 25 T09NR19E	U.S.A. Acting Through USDI BLM
34	11897	Stockwater	Spring	Lake Creek	0.02		SESWNW Sec. 25 T09N R19E	U.S.A. Acting Through USDI BLM
34	11911	Stockwater	Spring	Lake Creek	0.02		NENWSE Sec. 19 T09N R20E	U.S.A. Acting Through USDI BLM
34	11917	Stockwater	Spring	Lake Creek	0.02		SENWSW Sec. 20 T09N R20E	U.S.A. Acting Through USDI BLM
34	11919	Stockwater	Spring	Lake Creek	0.02		SENWSW Sec. 20 T09N R20E	U.S.A. Acting Through USDI BLM
34	11927	Stockwater	Spring	Bear Creek	0.02		NESESE Sec. 07 T09N R20E	U.S.A. Acting Through USDI BLM
34	11937	Stockwater	Spring	Bear Creek	0.02		SWNESW Sec. 08 T09N R20E	U.S.A. Acting Through USDI BLM
34	11941	Stockwater	Spring	Lake Creek	0.02		NWSESE Sec. 25 T09N R19E	U.S.A. Acting Through USDI BLM
34	11943	Stockwater	Spring	Lake Creek	0.02		SWSWSW Sec. 30 T09N R20E	U.S.A. Acting Through USDI BLM
34	11955	Stockwater	Spring	Lake Creek	0.02		SENWNW Sec. 31 T09N R20E	U.S.A. Acting Through USDI BLM
34	11957	Stockwater	Spring	Lake Creek	0.02		SWNWSW Sec. 31 T09N R20E	U.S.A. Acting Through USDI BLM
34	11961	Stockwater	Spring	Lake Creek	0.02		NESESW Sec. 31 T09N R20E	U.S.A. Acting Through USDI BLM
34	11969	Stockwater	Spring	Lake Creek	0.02		SWSWNE Sec. 31 T09N R20E	U.S.A. Acting Through USDI BLM
34	11971	Stockwater	Spring	Lake Creek	0.02		SESWNE Sec. 31 T09N R20E	U.S.A. Acting Through USDI BLM
34	11973	Stockwater	Spring	Lake Creek	0.02		SESESW Sec. 30 T09N R20E	U.S.A. Acting Through USDI BLM
72	11975	Stockwater	Spring	Lake Creek	0.02		NWSWSE Sec. 30 T09N R20E	U.S.A. Acting Through USDI BLM
72	11979	Stockwater	Spring	Lake Creek	0.02		NESESW Sec. 30 T09N R20E	U.S.A. Acting Through USDI BLM
72	11981	Stockwater	Spring	Lake Creek	0.02		SWNWSE Sec. 30 T09N R20E	U.S.A. Acting Through USDI BLM
72	11983	Stockwater	Spring	Lake Creek	0.02		SWSESE Sec. 30 T09N R20E	U.S.A. Acting Through USDI BLM
72	12001	Stockwater	Spring	Bull Gulch Creek	0.02		NESESW Sec. 27 T09N R19E	U.S.A. Acting Through USDI BLM
72	12005	Stockwater	Spring	Lake Creek	0.02		SWNENW Sec. 26 T09N R19E	U.S.A. Acting Through USDI BLM
72	12007	Stockwater	Spring	Lake Creek	0.02		SWNWNW Sec. 25 T09N R19E	U.S.A. Acting Through USDI BLM
72	12009	Stockwater	Spring	Lake Creek	0.02		NWNWSW Sec. 25 T09N R19E	U.S.A. Acting Through USDI BLM
72	12023	Stockwater	Spring	Mosquito Creek	0.02		SENESE Sec. 12 T09N R19E	U.S.A. Acting Through USDI BLM
72	12027	Stockwater	Spring	Mosquito Creek	0.02		SENWSE Sec. 12 T09N R19E	U.S.A. Acting Through USDI BLM
72	12029	Stockwater	Spring	Mosquito Creek	0.02		SENWSE Sec. 12 T09N R19E	U.S.A. Acting Through USDI BLM
72	12033	Stockwater	Spring	Bull Gulch Creek	0.02		SWSENW Sec. 34 T09N R19E	U.S.A. Acting Through USDI BLM
72	12035	Stockwater	Spring	Bull Gulch Creek	0.02		NESWNW Sec. 34 T09N R19E	U.S.A. Acting Through USDI BLM
72	12043	Stockwater	Spring	Bull Gulch Creek	0.02		SWSESE Sec. 27 T09N R19E	U.S.A. Acting Through USDI BLM
72	12047	Stockwater	Spring	Lake Creek	0.02		NWNENE Sec. 27 T09N R19E	U.S.A. Acting Through USDI BLM
72	12053	Stockwater	Spring	Lake Creek	0.02		NESENE Sec. 26 T09N R19E	U.S.A. Acting Through USDI BLM
72	12057	Stockwater	Spring	Lake Creek	0.02		SWSWNE Sec. 26 T09N R19E	U.S.A. Acting Through USDI BLM
72	12059	Stockwater	Spring	Lake Creek	0.02		NESWSE Sec. 26 T09N R19E	U.S.A. Acting Through USDI BLM
72	12061	Stockwater	Spring	Lake Creek	0.02		NENWNE Sec. 35 T09N R19E	U.S.A. Acting Through USDI BLM

Basin	Sequence No.	Use	Source	Tributary	Rate (CFS)	Volume (AFA)	Location POD	Owner
72	12067	Stockwater	Spring	Herd Creek	0.02		SWSWNW Sec. 25 T09N R19E	U.S.A. Acting Through USDI BLM
72	12075	Stockwater	Spring	Herd Creek	0.02		SWSWSE Sec. 24 T09N R19E	U.S.A. Acting Through USDI BLM
72	12077	Stockwater	Spring	Herd Lake	0.02		NESWSE Sec. 24 T09N R19E	U.S.A. Acting Through USDI BLM
72	12079	Stockwater	Spring	Herd Lake	0.02		SESENE Sec. 24 T09N R19E	U.S.A. Acting Through USDI BLM
72	12081	Stockwater	Spring	Herd Lake	0.02		NWSWNW Sec. 24 T09N R19E	U.S.A. Acting Through USDI BLM
72	12085	Stockwater	Spring	Bear Creek	0.02		SESESE Sec. 07 T09N R20E	U.S.A. Acting Through USDI BLM
72	12089	Stockwater	Herd Lake	Lake Creek	0	2	SWSESE Sec. 23 T09N R19E NWNW Sec. 25 T09N R19E	U.S.A. Acting Through USDI BLM
72	12091	Stockwater	Spring	Mosquito Creek	0.02		NESESE Sec. 11 T09N R19E	U.S.A. Acting Through USDI BLM
72	12093	Stockwater	Spring	Lake Creek	0.02		SWSESW Sec. 15 T09N R19E	U.S.A. Acting Through USDI BLM
72	12095	Stockwater	Spring	Lake Creek	0.02		SWNESE Sec. 35 T09N R19E	U.S.A. Acting Through USDI BLM
72	12111	Stockwater	Spring	Pine Creek	0.02		SWSWNW Sec. 08 T09N R18E	U.S.A. Acting Through USDI BLM
72	12545	Stockwater	Spring	Bear Creek	0.02		NENESW Sec. 17 T09N R20E	U.S.A. Acting Through USDI BLM
72	12555	Stockwater	Spring	Lake Creek	0.02		SESENE Sec. 29 T09N R20E	U.S.A. Acting Through USDI BLM
72	12557	Stockwater	Spring	Lake Creek	0.02		SESESE Sec. 29 T09N R20E	U.S.A. Acting Through USDI BLM
72	12559	Stockwater	Spring	Lake Creek	0.02		SWNESE Sec. 29 T09N R20E	U.S.A. Acting Through USDI BLM
72	12561	Stockwater	Spring	Lake Creek	0.02		NWSWNE Sec. 29 T09N R20E	U.S.A. Acting Through USDI BLM
72	12563	Stockwater	Spring	Lake Creek	0.02		NENWSE Sec. 29 T09N R20E	U.S.A. Acting Through USDI BLM
72	12565	Stockwater	Spring	Bear Creek	0.02		NWNWSW Sec. 09 T09N R20E	U.S.A. Acting Through USDI BLM
72	12573	Stockwater	Spring	Bear Creek	0.02		NENWSE Sec. 08 T09N R20E	U.S.A. Acting Through USDI BLM
72	12575	Stockwater	Spring	Bear Creek	0.02		NWNWSE Sec. 08 T09N R20E	U.S.A. Acting Through USDI BLM
72	12579	Stockwater	Spring	Bear Creek	0.02		SENENW Sec. 17 T09N R20E	U.S.A. Acting Through USDI BLM
72	12581	Stockwater	Spring	Bear Creek	0.02		NESWNE Sec. 17 T09N R20E	U.S.A. Acting Through USDI BLM
72	12587	Stockwater	Spring	Bear Creek	0.02		NESWSE Sec. 17 T09N R20E	U.S.A. Acting Through USDI BLM
72	12589	Stockwater	Spring	Bear Creek	0.02		SWNWSE Sec. 17 T09N R20E	U.S.A. Acting Through USDI BLM
72	12591	Stockwater	Spring	Bear Creek	0.02		NWSWSE Sec. 17 T09N R20E	U.S.A. Acting Through USDI BLM
72	12599	Stockwater	Spring	Sage Creek	0.02		SESENE Sec. 20 T09N R20E	U.S.A. Acting Through USDI BLM
72	12607	Stockwater	Spring	Bear Creek	0.02		NESESW Sec. 09 T09N R20E	U.S.A. Acting Through USDI BLM
72	12615	Stockwater	Spring	Bear Creek	0.02		SWSENE Sec. 09 T09N R20E	U.S.A. Acting Through USDI BLM
72	12619	Stockwater	Spring	Lake Creek	0.02		SWSENE Sec. 29 T09N R20E	U.S.A. Acting Through USDI BLM
72	12621	Stockwater	Spring	Bear Creek	0.02		NWSWSE Sec. 17 T09N R20E	U.S.A. Acting Through USDI BLM
72	12627	Stockwater	Spring	Lake Creek	0.02		NESWNE Sec. 29 T09N R20E	U.S.A. Acting Through USDI BLM
72	12629	Stockwater	Spring	Lake Creek	0.02		SWSWNE Sec. 29 T09N R20E	U.S.A. Acting Through USDI BLM
72	12631	Stockwater	Spring	Lake Creek	0.02		SWSENE Sec. 29 T09N R20E	U.S.A. Acting Through USDI BLM
72	12633	Stockwater	Spring	Lake Creek	0.02		NENESE Sec. 29 T09N R20E	U.S.A. Acting Through USDI BLM
72	12641	Stockwater	Spring	Lake Creek	0.02		NENWNE Sec. 29 T09N R20E	U.S.A. Acting Through USDI BLM
72	12643	Stockwater	Spring	Lake Creek	0.02		NWSENE Sec. 29 T09N R20E	U.S.A. Acting Through USDI BLM
72	12645	Stockwater	Spring	Twin Bridges Creek	0.02		SWNWNE Sec. 06 T08N R20E	U.S.A. Acting Through USDA Forest Service
72	12645	Stockwater	Spring	Bear Creek	0.02		NESWSE Sec. 17 T09N R20E	U.S.A. Acting Through USDI BLM
72	12647	Stockwater	Spring	Bear Creek	0.02		NWSESW Sec. 17 T09N R20E	U.S.A. Acting Through USDI BLM
72	12649	Stockwater	Spring	Bear Creek	0.02		SENESE Sec. 17 T09N R20E	U.S.A. Acting Through USDI BLM

Basin	Sequence No.	Use	Source	Tributary	Rate (CFS)	Volume (AFA)	Location POD	Owner
72	13093	Stockwater	Spring	Bear Creek	0.02		NESENW Sec. 08 T09N R30E	U.S.A. Acting Through USDI BLM
72	13095	Stockwater	Spring	Bear Creek	0.02		NESENW Sec. 08 T09N R20E	U.S.A. Acting Through USDI BLM
72	13097	Stockwater	Spring	Bear Creek	0.02		SEWNW Sec. 08 T09N R20E	U.S.A. Acting Through USDI BLM
72	13171	Stockwater	Spring	Sage Creek	0.01		NWNWSW Sec. 21 T09N R20E	U.S.A. Acting Through USDI BLM
72	13172	Stockwater	Spring	Sage Creek	0.01		SENWSW Sec. 21 T09N R20E	U.S.A. Acting Through USDI BLM
72	13178	Stockwater	Spring	Sage Creek	0.01		NWSENE Sec. T09N R20E	U.S.A. Acting Through USDI BLM
72	13179	Stockwater	Spring	Corral Creek	0.01		NESENE Sec. 28 T09N R20E	U.S.A. Acting Through USDI BLM
72	13180	Stockwater	Spring	Corral Creek	0.01		SESWNE Sec. 28 T09N R20E	U.S.A. Acting Through USDI BLM
72	13181	Stockwater	Spring	Corral Creek	0.01		NENWSE Sec. 28 T09N R20E	U.S.A. Acting Through USDI BLM
72	13182	Stockwater	Spring	Corral Creek	0.01		NWNESE Sec. 28 T09N R20E	U.S.A. Acting Through USDI BLM
72	13183	Stockwater	Spring	Corral Creek	0.01		NENWSE Sec. 28 T09N R20E	U.S.A. Acting Through USDI BLM
72	13184	Stockwater	Spring	Corral Creek	0.01		NWNWSE Sec. 28 T09N R20E	U.S.A. Acting Through USDI BLM
72	13186	Stockwater	Spring	Corral Creek	0.01		NESESW Sec. 28 T09N R20E	U.S.A. Acting Through USDI BLM
72	13187	Stockwater	Spring	Corral Creek	0.01		NWSWSE Sec. 21 T09N R20E	U.S.A. Acting Through USDI BLM
72	13188	Stockwater	Spring	Corral Creek	0.01		SWSESE Sec. 28 T09N R20E	U.S.A. Acting Through USDI BLM
72	13189	Stockwater	Spring	Corral Creek	0.01		NESESE Sec. 28 T09N R20E	U.S.A. Acting Through USDI BLM
72	13190	Stockwater	Spring	Corral Creek	0.01		NESESE Sec. 28 T09N R20E	U.S.A. Acting Through USDI BLM
72	13191	Stockwater	Spring	Corral Creek	0.01		SENESE Sec. 28 T09N R20E	U.S.A. Acting Through USDI BLM
72	13192	Stockwater	Spring	Corral Creek	0.01		SENESE Sec. 28 T09N R20E	U.S.A. Acting Through USDI BLM
72	13195	Stockwater	Spring	Sage Creek	0.01		NWSWNW Sec. 27 T09N R20E	U.S.A. Acting Through USDI BLM
72	13196	Stockwater	Spring	Corral Creek	0.01		NWSWSW Sec. 27 T09N R20E	U.S.A. Acting Through USDI BLM
72	13197	Stockwater	Spring	Corral Creek	0.01		NWSWSW Sec. 27 T09N R20E	U.S.A. Acting Through USDI BLM
72	13200	Stockwater	Spring	Corral Creek	0.01		SWSWSW Sec. 27 T09N R20E	U.S.A. Acting Through USDI BLM
72	13201	Stockwater	Spring	Corral Creek	0.01		SWSESW Sec. 27 T09N R20E	U.S.A. Acting Through USDI BLM
72	13202	Stockwater	Spring	Corral Creek	0.01		SESWSE Sec. 27 T09N R20E	U.S.A. Acting Through USDI BLM
72	13203	Stockwater	Spring	Corral Creek	0.01		SESWSW Sec. 27 T09N R20E	U.S.A. Acting Through USDI BLM
72	13204	Stockwater	Spring	Corral Creek	0.01		SESWSE Sec. 27 T09N R20E	U.S.A. Acting Through USDI BLM
72	13205	Stockwater	Spring	Corral Creek	0.01		SWSESE Sec. 27 T09N R20E	U.S.A. Acting Through USDI BLM
72	13206	Stockwater	Spring	Corral Creek	0.01		SESESE Sec. 27 T09N R20E	U.S.A. Acting Through USDI BLM
72	13235	Stockwater	Spring	Sage Creek	0.01		NESWNW Sec. 27 T09N R20E	U.S.A. Acting Through USDI BLM
72	13244	Stockwater	Spring	Corral Creek	0.01		SWSENE Sec. 26 T09N R20E	U.S.A. Acting Through USDI BLM
72	13246	Stockwater	Spring	Corral Creek	0.01		SESESE Sec. 27 T09N R20E	U.S.A. Acting Through USDI BLM
72	13253	Stockwater	Spring	Corral Creek	0.01		SWSWSW Sec. 26 T09N R20E	U.S.A. Acting Through USDI BLM
72	13258	Stockwater	Spring	Sage Creek	0.01		SENWSE Sec. 34 T09N R20E	U.S.A. Acting Through USDI BLM
72	13259	Stockwater	Spring	Sage Creek	0.01		SWNWSW Sec. 35 T09N R20E	U.S.A. Acting Through USDI BLM
72	13260	Stockwater	Spring	Pinto Creek	0.01		SWSWSE Sec. 34 T09N R20E	U.S.A. Acting Through USDI BLM
72	13261	Stockwater	Spring	Corral Creek	0.01		SWSWSW Sec. 34 T09N R20E	U.S.A. Acting Through USDI BLM
72	13262	Stockwater	Spring	Corral Creek	0.01		SENWSW Sec. 35 T09N R20E	U.S.A. Acting Through USDI BLM
72	13264	Stockwater	Spring	Corral Creek	0.01		NWNWSE Sec. 34 T09N R20E	U.S.A. Acting Through USDI BLM
72	13266	Stockwater	Spring	Corral Creek	0.01		SESWNE Sec. 34 T09N R20E	U.S.A. Acting Through USDI BLM
72	13267	Stockwater	Spring	Corral Creek	0.01		NESWNE Sec. 34 T09N R20E	U.S.A. Acting Through USDI BLM

Basin	Sequence No.	Use	Source	Tributary	Rate (CFS)	Volume (AFA)	Location POD	Owner
72	13269	Stockwater	Spring	Corral Creek	0.01		NWSWNE Sec.34 T09N R20E	U.S.A. Acting Through USDI BLM
72	13271	Stockwater	Spring	Corral Creek	0.01		NWSWNE Sec. 34 T09N R20E	U.S.A. Acting Through USDI BLM
72	13272	Stockwater	Spring	Corral Creek	0.01		NWSWNE Sec. 34 T09N R20E	U.S.A. Acting Through USDI BLM
72	13273	Stockwater	Spring	Corral Creek	0.01		NWSWNE Sec. 34 T09N R20E	U.S.A. Acting Through USDI BLM
72	13274	Stockwater	Spring	Corral Creek	0.01		NESENW Sec. 34 T09N R20E	U.S.A. Acting Through USDI BLM
72	13275	Stockwater	Spring	Corral Creek	0.01		SWSENW Sec. 34 T09N R20E	U.S.A. Acting Through USDI BLM
72	13280	Stockwater	Spring	Corral Creek	0.01		NENWNW Sec. 34 T09N R20E	U.S.A. Acting Through USDI BLM
72	13281	Stockwater	Spring	Corral Creek	0.01		SESW Sec. 27 T09N R20E	U.S.A. Acting Through USDI BLM
72	13282	Stockwater	Spring	Corral Creek	0.01		SWSE Sec. 27 T09N R20E	U.S.A. Acting Through USDI BLM
72	13283	Stockwater	Spring	Corral Creek	0.01		NWNENE Sec. 34 T09N R20E	U.S.A. Acting Through USDI BLM
72	13285	Stockwater	Spring	Corral Creek	0.01		NENENE Sec. 34 T09N R20E	U.S.A. Acting Through USDI BLM
72	13286	Stockwater	Spring	Corral Creek	0.01		SENESE Sec. 34 T09N R20E	U.S.A. Acting Through USDI BLM
72	13287	Stockwater	Spring	Corral Creek	0.01		SWNESE Sec. 34 T09N R20E	U.S.A. Acting Through USDI BLM
72	13288	Stockwater	Spring	Corral Creek	0.01		SWNWNW Sec. 34 T09N R20E	U.S.A. Acting Through USDI BLM
72	13289	Stockwater	Spring	Corral Creek	0.01		NENENE Sec. 33 T09N R20E	U.S.A. Acting Through USDI BLM
72	13290	Stockwater	Spring	Corral Creek	0.01		NENENE Sec. 33 T09N R20E	U.S.A. Acting Through USDI BLM
72	13291	Stockwater	Spring	Corral Creek	0.01		NENENE Sec. 33 T09N R20E	U.S.A. Acting Through USDI BLM
72	13341	Stockwater	Corral Creek	Sage Creek	0.01		SWSW Sec. 26 T09N R20E NENWSE Sec. 28 T09N R20E	U.S.A. Acting Through USDI BLM
72	13341	Stockwater	Corral Creek	Sage Creek	0.01		SWSW Sec 26 T09N R20E NENWSE Sec. 28 T09 R20E	U.S.A. Acting Through USDI BLM
72	13343	Stockwater	Unnamed Stream	Corral Creek	0.01		NESESW Sec. 28 T09N R20E SENESE Sec. 28 T09N R20E	U.S.A. Acting Through USDI BLM
72	13343	Stockwater	Unnamed Stream	Corral Creek	0.01		NESESW Sec. 28 T09N R20E SENESE Sec. 28 T09N R20E	U.S.A. Acting Through USDI BLM
72	13344	Stockwater	Corral Creek	Sage Creek	0.01		SENESE Sec. 26 T09N R20E SWNWNW Sec. 33 T09N R20E	U.S.A. Acting Through USDI BLM
72	13395	Stockwater	Twin Bridges Creek	Big Lost River	0.01		SWSW Sec. 05 T08N R19E NESWNE Sec. 09 T08N R19E	U.S.A. Acting Through USDA Forest Service
72	13395	Stockwater	Spring	Bear Creek	0.02		NWNENE Sec. 08 T09N R20E	U.S.A. Acting Through USDI BLM
72	14067	Stockwater	Spring	Salmon River	0.02		SESWSE Sec. 01 T09N R17E	U.S.A. Acting Through USDI BLM
72	14079	Stockwater	Spring	Salmon River	0.02		NESESW Sec. 06 T09N R18E	U.S.A. Acting Through USDI BLM
72	14081	Stockwater	Spring	Salmon River	0.02		NENENW Sec. 07 T09N R18E	U.S.A. Acting Through USDI BLM
72	14197	Stockwater	Spring	Salmon River	0.02		NWSENW Sec. 07 T09N R18E	U.S.A. Acting Through USDI BLM
72	14229	Stockwater	Spring	Mosquito Creek	0.02		SENWNW Sec. 11 T09N R19E	U.S.A. Acting Through USDI BLM
72	14231	Stockwater	Spring	Mosquito Creek	0.02		NWSESW Sec. 02 T09N R19E	U.S.A. Acting Through USDI BLM
72	14233	Stockwater	Spring	Mosquito Creek	0.02		NENELt 1 Sec. 02 T09N R19E	U.S.A. Acting Through USDI BLM
72	14235	Stockwater	Spring	Mosquito Creek	0.02		NENELt 1 Sec. 02 T09N R19E	U.S.A. Acting Through USDI BLM
72	14239	Stockwater	Spring	Mosquito Creek	0.02		NWNESE Sec. 35 T10N R19E	U.S.A. Acting Through USDI BLM
72	14265	Stockwater	Spring	Bear Creek	0.02		NESWNE Sec. 07 T09N R20E	U.S.A. Acting Through USDI BLM
72	14267	Stockwater	Spring	Bear Creek	0.02		NESWNE Sec. 07 T09N R20E	U.S.A. Acting Through USDI BLM

Basin	Sequence No.	Use	Source	Tributary	Rate (CFS)	Volume (AFA)	Location POD	Owner
72	14319	Stockwater	Spring	Mosquito Creek	0.02		NWSWNW Sec. 02 T09N R19E	U.S.A. Acting Through USDI BLM
72	14323	Stockwater	Spring	Mosquito Creek	0.02		NESENW Sec. 02 T09N R19E	U.S.A. Acting Through USDI BLM
72	14329	Stockwater	Spring	Mosquito Creek	0.02		SWNWSE Sec. 02 T09N R19E	U.S.A. Acting Through USDI BLM
72	14437	Stockwater	Spring	Bear Creek	0.02		NESESE Sec. 01 T09N R19E	U.S.A. Acting Through USDI BLM
72	14439	Stockwater	Spring	Bear Creek	0.02		NENWNW Sec.07 T09N R20E	U.S.A. Acting Through USDI BLM
72	14449	Stockwater	Spring	Mosquito Creek	0.02		NESWNW Sec. 02 T09N R19E	U.S.A. Acting Through USDI BLM
72	14489	Stockwater	Spring	Bear Creek	0.02		SESENE Sec. 07 T09N R20E	U.S.A. Acting Through USDI BLM
72	14513	Stockwater	Spring	Bear Creek	0.02		NESESE Sec. 01 T09N R19E	U.S.A. Acting Through USDI BLM
72	14515	Stockwater	Spring	Bear Creek	0.02		SWNWSE Sec. 01 T09N R19E	U.S.A. Acting Through USDI BLM
72	14519	Stockwater	Spring	Bear Creek	0.02		SENENW Sec. 07 T09N R20E	U.S.A. Acting Through USDI BLM
72	15625	Stockwater	Spring	Sinks	0.02		SESESE Sec. 14 T09N R17E	U.S.A. Acting Through USDI BLM
72	15633	Stockwater	Spring	Salmon River	0.02		SENWNW Sec. 23 T09N R17E	U.S.A. Acting Through USDI BLM
72	15637	Stockwater	Spring	Sinks	0.02		SESWNE Sec. 23 T09N R17E	U.S.A. Acting Through USDI BLM
72	15655	Stockwater	Spring	Baker Creek	0.02		SWSWSE Sec. 13 T09N R17E	U.S.A. Acting Through USDI BLM
72	15665	Stockwater	Spring	Baker Creek	0.02		SESENE Sec. 13 T09N R17E	U.S.A. Acting Through USDI BLM
72	15667	Stockwater	Spring	Baker Creek	0.02		SWSENE Sec. 13 T09N R17E	U.S.A. Acting Through USDI BLM
72	15671	Stockwater	Spring	Baker Creek	0.02		SESWNE Sec. 13 T09N R17E	U.S.A. Acting Through USDI BLM
72	15675	Stockwater	Spring	Baker Creek	0.02		SWSWNE Sec. 13 T09N R17E	U.S.A. Acting Through USDI BLM
72	15679	Stockwater	Spring	Baker Creek	0.02		NWNWSE Sec. 13 T09N R17E	U.S.A. Acting Through USDI BLM
72	15687	Stockwater	Spring	Baker Creek	0.02		NWNWNW Sec. 13 T09N R17E	U.S.A. Acting Through USDI BLM
72	15689	Stockwater	Spring	Baker Creek	0.02		NWNWNW Sec. 13 T09N R17E	U.S.A. Acting Through USDI BLM
72	15691	Stockwater	Spring	Baker Creek	0.02		NWNWNW Sec. 13 T09N R17E	U.S.A. Acting Through USDI BLM
72	15709	Stockwater	Spring	Pine Creek	0.02		NWNWSE Sec. 07 T09N R18E	U.S.A. Acting Through USDI BLM
72	15711	Stockwater	Spring	Pine Creek	0.02		SWSWSE Sec. 07 T09N R18E	U.S.A. Acting Through USDI BLM
72	15713	Stockwater	Spring	Salmon River	0.02		NESWSE Sec. 07 T09N R18E	U.S.A. Acting Through USDI BLM
72	15761	Stockwater	Baker Creek	Salmon River	0.02		NENENW Sec. 13 T09N R17E SWSWSE Sec. 13 T09N R17E	U.S.A. Acting Through USDI BLM
72	15912	Stockwater	Sheep Creek	East Fork Salmon River	0.02		SESWSW Sec. 27 T09N R17E SWNESE Sec. 28 T09N R17E	U.S.A. Acting Through USDI BLM
72	15914	Stockwater	Unnamed Stream	Pine Creek	0.02		SESESW Sec. 07 T09N R18E SWNESE Sec. 07 T09N R18E	U.S.A. Acting Through USDI BLM
72	15915	Stockwater	Pine Creek	East Fork Salmon River	0.02		NESWNW Sec. 05 T09N R18E SESWSW Sec. 08 T09N R18E	U.S.A. Acting Through USDI BLM
72	15937	Stockwater	Unnamed Stream	Bear Creek	0.02		NENWSE Sec. 01 T09N R19E SENWSE Sec.01 T09N R19E	U.S.A. Acting Through USDI BLM
72	15944	Stockwater	Mosquito Creek	Road Creek	0.02		SESENE Sec. 19 R20E SWNENE Sec. 35 T10N R19E	U.S.A. Acting Through USDI BLM
72	15945	Stockwater	Unnamed Stream	Mosquito Creek	0.02		NENWSE Sec. 02 T09N R19E SESENE Sec. 12 T09N R19E	U.S.A. Acting Through USDI BLM

Basin	Sequence No.	Use	Source	Tributary	Rate (CFS)	Volume (AFA)	Location POD	Owner
72	15946	Stockwater	Unnamed Stream	Mosquito Creek	0.02		SENE SW Sec. 02 T09N R19E SENE NW Sec. 11 T09N R19E	U.S.A. Acting Through USDI BLM
72	15947	Stockwater	Bear Creek	Road Creek	0.02		NENW Lt 3 Sec. 01 T09N R19E NESE SW Sec. 04 T09N R20E	U.S.A. Acting Through USDI BLM
72	15948	Stockwater	Unnamed Stream	Bear Creek	0.02		NWSENE Sec. 07 T09N R20E SESENE Sec. 18 T09N R20E	U.S.A. Acting Through USDI BLM
72	15948	Stockwater	Unnamed Stream	Bear Creek	0.02		NWSENE Sec. 07 T09N R20E SESENE Sec. 18 T09N R20E	U.S.A. Acting Through USDI BLM
72	15949	Stockwater	Unnamed Stream	Bear Creek	0.02		NWSE SW Sec. 07 T09N R20E NENWNE Sec. 18 T09N R20E	U.S.A. Acting Through USDI BLM
72	15950	Stockwater	Unnamed Stream	Bear Creek	0.01		SENE Sec. 07 T09 R20E SESENE Sec. 18 T09N R20E	U.S.A. Acting Through USDI BLM
72	15950	Stockwater	Unnamed Stream	Bear Creek	0.01		SENE Sec. 07 T09N R20E SESENE Sec. 18 T09N R20E	U.S.A. Acting Through USDI BLM
72	15951	Stockwater	Unnamed Stream	Bear Creek	0.02		SWSWNW Sec. 08 T09N R20E NWNWNW Sec. 21 T09N	U.S.A. Acting Through USDI BLM
72	15956	Stockwater	Unnamed Stream	Bear Creek	0.02		SWSENE Sec. 08 T09N R20E NESESE Sec. 08 T09N R20E	U.S.A. Acting Through USDI BLM
72	15980	Stockwater	Unnamed Stream	Lake Creek	0.02		SWNWSE Sec. 23 T09N R19E NENWSE Sec. 19 T09N R20E	U.S.A. Acting Through USDI BLM
72	15983	Stockwater	Unnamed Stream	Lake Creek	0.02		NESE SW Sec. 25 T09N R19E SWSWSE Sec. 25 T09N R19E	U.S.A. Acting Through USDI BLM
72	15984	Stockwater	Unnamed Stream	Lake Creek	0.02		SENE SW Sec. 25 T09N R19E SWSESW Sec. 25 T09N R19E	U.S.A. Acting Through USDI BLM
72	15985	Stockwater	Unnamed Stream	Lake Creek	0.02		SWNE SW Sec. 25 T09N R19E SESE SW Sec. 25 T09N R19E	U.S.A. Acting Through USDI BLM
72	15986	Stockwater	Unnamed Stream	Lake Creek	0.02		NWSE NW Sec. 25 T09N R19E NWSESE Sec. 26 T09N R19E	U.S.A. Acting Through USDI BLM
72	15988	Stockwater	Unnamed Stream	Herd Creek	0.02		NWNE NE Sec. 26 T09N R19E SWNWNE Sec. 26 T09N R19E	U.S.A. Acting Through USDI BLM
72	15989	Stockwater	Unnamed Stream	Lake Creek	0.02		NENWSW Sec. 23 T09N R19E NWNENW Sec. 26 T09N R19E	U.S.A. Acting Through USDI BLM
72	15990	Stockwater	Unnamed Stream	Lake Creek	0.02		NWSE NW Sec. 24 T09N R19E SWSWNW Sec. 24 T09N R19E	U.S.A. Acting Through USDI BLM
72	15993	Stockwater	Unnamed Stream	Lake Creek	0.02		SWSESE Sec. 15 T09N R19E NWSESE Sec. 22 T09N R19E	U.S.A. Acting Through USDI BLM
72	15995	Stockwater	Hell Canyon Creek	East Fork Herd Creek	0.02		SWSWSE Sec. 35 T09N R19E SESESE Sec. 35 T09N R19E	U.S.A. Acting Through USDI BLM
72	16001	Stockwater	Lake Creek	Herd Creek	0.02		Lt 3 Sec. 17 T09N R19E NESESE Sec. 29 T09N R20E	U.S.A. Acting Through USDI BLM
72	16002	Stockwater	Unnamed Stream	Lake Creek	0.02		SESE SW Sec. 30 T09N R20E SWSENE Sec. 31 T09N R20E	U.S.A. Acting Through USDI BLM

Basin	Sequence No.	Use	Source	Tributary	Rate (CFS)	Volume (AFA)	Location POD	Owner
72	16003	Stockwater	Unnamed Stream	Lake Creek	0.02		NWSENW Sec. 31 T09N R20E NESESW Sec. 31 T09N R20E	U.S.A. Acting Through USDI BLM
72	16505	Stockwater	Spring	Bull Gulch Creek	0.02		NENW Sec. 33 T09N R19E	U.S.A. Acting Through USDA Forest Service
72	16506	Stockwater	Spring	Sagebrush Creek	0.02		NENW Sec. 25 T09N R18E	U.S.A. Acting Through USDA Forest Service
72	16507	Stockwater	Spring	Sagebrush Creek	0.02		NENE Sec. 25 T09N R18E	U.S.A. Acting Through USDA Forest Service
72	16510	Stockwater	Spring	Sagebrush Creek	0.02		SWNW Sec. 30 T09N R19E	U.S.A. Acting Through USDA Forest Service
72	16511	Stockwater	Spring	Sagebrush Creek	0.02		NWSW Sec. 30 T09N R19E	U.S.A. Acting Through USDA Forest Service
72	16512	Stockwater	Spring	East Fork Herd Creek	0.02		NENE Sec. 04 T08N R19E	U.S.A. Acting Through USDA Forest Service
72	16513	Stockwater	Spring	East Fork Herd Creek	0.02		NWSE Sec. 09 T08N R19E	U.S.A. Acting Through USDA Forest Service
72	16514	Stockwater	Spring	East Fork Herd Creek	0.02		SWSW Sec. 22 T08N R19E	U.S.A. Acting Through USDA Forest Service
72	16515	Stockwater	Upper Pine Gulch Spring	Sinks	0.02		SESW Sec. 21 T09N R19E	U.S.A. Acting Through USDA Forest Service
72	16516	Stockwater	Lower Pine Gulch Springs	Sinks	0.02		SWSW Sec. 21 T09N R19E	U.S.A. Acting Through USDA Forest Service
72	16517	Stockwater	Spring	Sinks	0.02		SWSW Sec. 21 T08N R19E	U.S.A. Acting Through USDA Forest Service
72	16529	Stockwater	Spring	Sheep Creek	0.02		SENW Sec. 34 T09N R17E	U.S.A. Acting Through USDA Forest Service
72	16672	Minimum Stream Flow	East Pass Creek	Herd Creek	Jan. 9 cfs Feb. 8 cfs Mar. 8 cfs Apr. 11 cfs May 40 cfs June 91 cfs July 39 cfs Aug. 20 cfs Sept. 13 cfs Oct. 11 cfs Nov. 10 cfs Dec. 9 cfs		NWSESW Sec. 29 T09N R19E	State of Idaho

APPENDIX 2 - COMMON AND SCIENTIFIC NAMES

Plant Species – Common and Scientific Names

Common Name	Scientific Name
Sub-alpine fir	<i>Abies lasiocarpa</i>
Whitebark pine	<i>Pinus albicaulis</i>
Limber pine	<i>Pinus flexilis</i>
Douglas fir	<i>Pseudotsuga menziesii</i>
Lodgepole pine	<i>Pinus contorta</i>
Mountain big sagebrush	<i>Artemesia tridentada vaseyana</i>
Aspen	<i>Populus tremuloides</i>
Bluebunch wheatgrass	<i>Pseudoroegneria spicata</i>
Idaho fescue	<i>Festuca idahoensis</i>
Engelmann spruce	<i>Picea engelmannii</i>
White Cloud milkvetch	<i>Astragalus Vexililifexus</i> var. <i>Nubilus</i>
Lost River milkvetch	<i>Astragalus amnis-amissi</i>
Seaside sedge	<i>Carex incurviformis</i> var. <i>incurviformis</i>
Douglas' biscuitroot	<i>Cymopterus douglassii</i>
Welsh buckwheat	<i>Eriogonum capistratum</i> var. <i>Welshii</i>
Challis crazyweed	<i>Oxytopis besseyi</i> var. <i>salmonensis</i>
Wavy-leaf thelypody	<i>Thelypodium repandum</i>
Challis milkvetch	<i>Astragalus amblytropis</i>
Lemhi milkvetch	<i>Astragalus aquilonius</i>
Marsh felwort	<i>Lomatium rotatum</i>
Spotted knapweed	<i>Centaurea stoebe</i>
Canada thistle	<i>Cirsium arvense</i>

Black henbane	<i>Hyoscyamus niger</i>
Whitetop	<i>Lepidium draba</i>
Yellow toadflax	<i>Linaria vulgaris</i>
Houndstongue	<i>Cynoglossum officinale</i>
Leafy spurge	<i>Euphorbia esula</i>
Cheatgrass	<i>Bromus tectorum</i>
Russian thistle	<i>Salsola kali</i>
Halogeton	<i>Halogeton glomeratus</i>
Kochia	<i>Kochia scoparia</i>

Insect Species – Common & Scientific Names

Common Name	Scientific Name
Mountain pine beetle	<i>Dendroctonus ponderosae</i>
Douglas fir beetle	<i>Dendroctonus pseudotsugae</i>
Western spruce budworm	<i>Choristoneura occidentalis</i>

Animal Species – Common & Scientific Names

Common Name	Scientific Name
Mountain goat	<i>Oreamnos americanus</i>
Pronghorn antelope	<i>Antilocapra americana</i>
Bighorn sheep	<i>Ovis canadensis</i>
Wolverine	<i>Gulo gulo</i>
Grey wolf	<i>Canis lupus</i>
Greater sage-grouse	<i>Centrocercus urophasianus</i>
Elk	<i>Cervus elaphus</i>
Mule deer	<i>Odocoileus hemionus</i>
Moose	<i>Alces alces</i>

Fish Species – Common & Scientific Names

Common Name	Scientific Name
Chinook salmon	<i>Oncorhynchus tshawytscha</i>
Steelhead	<i>Oncorhynchus mykiss</i> [Snake River Basin]
Rainbow trout	<i>Oncorhynchus mykiss</i>
Cutthroat trout	<i>Oncorhynchus clarkii</i>
Bull trout	<i>Salvelinus confluentus</i>

APPENDIX 3 - PACK GOAT MEASURES

The following list of best management practices for reducing the risk of disease transmission between pack goats and bighorn sheep is taken from the North American Packgoat Association's list of measures. Measures identified on this list may be expanded or revised, based on research.

- All pack goats will be on leads or have leads attached to their collar or halter at all times.
- All pack goats will be tethered at night within 30 feet of humans.
- If bighorn sheep are observed within 100 yards of a potential camping area, pack goat users will take all reasonable measures to move their campsite to a different area. Hazing techniques may be used to deter bighorn sheep from moving closer to campsites if necessary.
- Pack goat numbers will be limited to a maximum of three (3) pack goats per person, and a maximum of nine (9) pack goats per group.
- When bighorn sheep are using trails for travel pack goat users will move off the trail 100 yards. If that distance is not attainable, the pack goat user will travel back along the trail away from the bighorn sheep and exit the trail when the 100 yard distance can be reached. Pack goat users will stay off the trail until bighorn sheep have passed. If visibility is limited to less than 100 yards up trail, a pack goat user will go to the trail and observe for bighorn sheep before continuing with pack goats.
- When accessing browsing areas and water, a pack goat user will check for the presence of bighorn sheep before allowing access for pack goats. Whenever possible, water access will be limited to areas of unlikely bighorn sheep use.
- In event that direct contact of a pack goat and a bighorn sheep is observed, the location and as much of a description as is possible of the sheep and incident will be written, photographed if possible and reported to the appropriate agency as soon as reasonably possible.
- If any pack goat becomes lost, missing or separated from the owner and herd every effort will be exhausted to locate and recover the lost pack goat. If the owner is unable to locate and recover the lost pack goat, contact the Salmon-Challis National Forest or BLM, Challis Field Office by phone immediately. A full disclosure of all available information will be provided including: the last known location (GPS coordinates, legal description, geographic location, name or number of trail or trailhead), the circumstances that resulted in it becoming lost, a description of the pack goat, and any equipment that it was carrying.

Accessed from <http://www.napga.org/best-management-practices-psr/> on February 16, 2018.

APPENDIX 4 - TRAIL INVENTORY

Trail Number	Trail Name	Class	Miles within Wilderness ⁴	Proposal	Rationale
4178	Narrow Canyon-Bowery Creek	1	(2.8)	Remove from inventory	This trail is not able to be located on the ground and the mapped trail dead ends at a high ridge.
4182	West Fork Herd Creek	2	7.3	TBD	Additional field inventory needed.
4187	McDonald Taylor	3	4.9 – FS ⁵ 1.0 - State	No Change	
4253 CU19937_07	Sheep Creek	3	3.3 - FS 0.4 – BLM 0.2 - State	TBD	Additional field inventory needed.
4190	Taylor Creek	3	4.2	TBD	Also known as the Lower Cedar Trail. Additional field inventory needed.
4179	Narrow Canyon	1	(2.9)	Remove from inventory	This trail is not locatable on the ground and the mapped trail parallels the Bowery Creek Trail.
4184.03	Baker Creek	1	(1.0)	Remove from inventory	This trail dead ends and access is blocked at one end by private lands.
4183.03	Sheep Creek-Pine Creek	1	4.5	No Change	
4051	Toolbox-Herd Creek	3	13.4 – FS ⁶	No Change	
4188	East Pass Creek	1	1.9	No Change	
4188.1	Middle East Pass Creek	1	3.6	Add to system	This is a historic trail that will improve access to the area if brought into the system as a primitive Trail (Class 1). Allows for a north to south route across the JMJP Wilderness.
4180	Fox Creek	1	<0.1	No Change	
4185	Lake Basin-Hells Canyon	1	3.2 - FS 2.0 - BLM 0.4 - State	No Change	
4189	Sage Brush ⁷	2	3.5	No Change	
4244	Bowery Creek	3	10.2	No Change	
4181	Lake Basin Cutoff	1	0.7	No Change	
4095	Upper Pine Creek	3	3.6	No Change	

⁴ Trails are on NFS lands unless otherwise indicated.

⁵ A portion of this trail (0.7 mile) is a motorized trail and is coincident with the wilderness boundary, per GIS. Congressional intent is clear that this is intended to be outside the wilderness boundary. This amount is not included in the total miles sum at the bottom of this table.

⁶ Per GIS, 0.3 miles of the BLM portion of the Herd Creek trail (CU191086) is coincident with the wilderness boundary. However, congressional intent is clear that the trail is outside the wilderness boundary. This trail portion is not listed in the table.

⁷ This is a motorized trail and is coincident with the wilderness boundary. Congressional intent is clear that this is outside the wilderness boundary. This amount is not included in the total miles sum at the bottom of this table.

4186	Pine-McDonald ⁸	2	2.8 - FS ⁹ 0.4 - State	No Change	
1901.03	Upper Lake Creek	3	4.7 - BLM	No Change	This constructed road will be maintained as a pedestrian/stock trail.
CU191507	Sawmill Canyon/Sage Creek	2	2.8 - BLM	No Change	
TBD	Upper Lake Creek Campground/Sage Creek	2	6.4 - BLM	Add to system	This trail was present at the time of designation, and provides access in the northeastern corner of the wilderness.
1901.02	Herd Lake	2	0.6 - BLM	No Change	
1901.1	Herd Lake Campsite	2	0.8 - BLM	No Change	
Total			79.4¹⁰		

⁸ This is a motorized trail and is coincident with the wilderness boundary, per GIS. Congressional intent is clear that this is to be outside the wilderness boundary. This amount is not included in the total miles sum at the bottom of this table.

⁹ Per GIS, 0.4 miles of the BLM portion of the Pine Creek trail (CU19958) is coincident with the wilderness boundary. However, the congressional intent is clear to ensure the trail is outside the wilderness boundary. This trail portion is not listed in the table.

¹⁰ Total Mileage does not include the mileage of the trails proposed for removal from the National Forest System Trail inventory.

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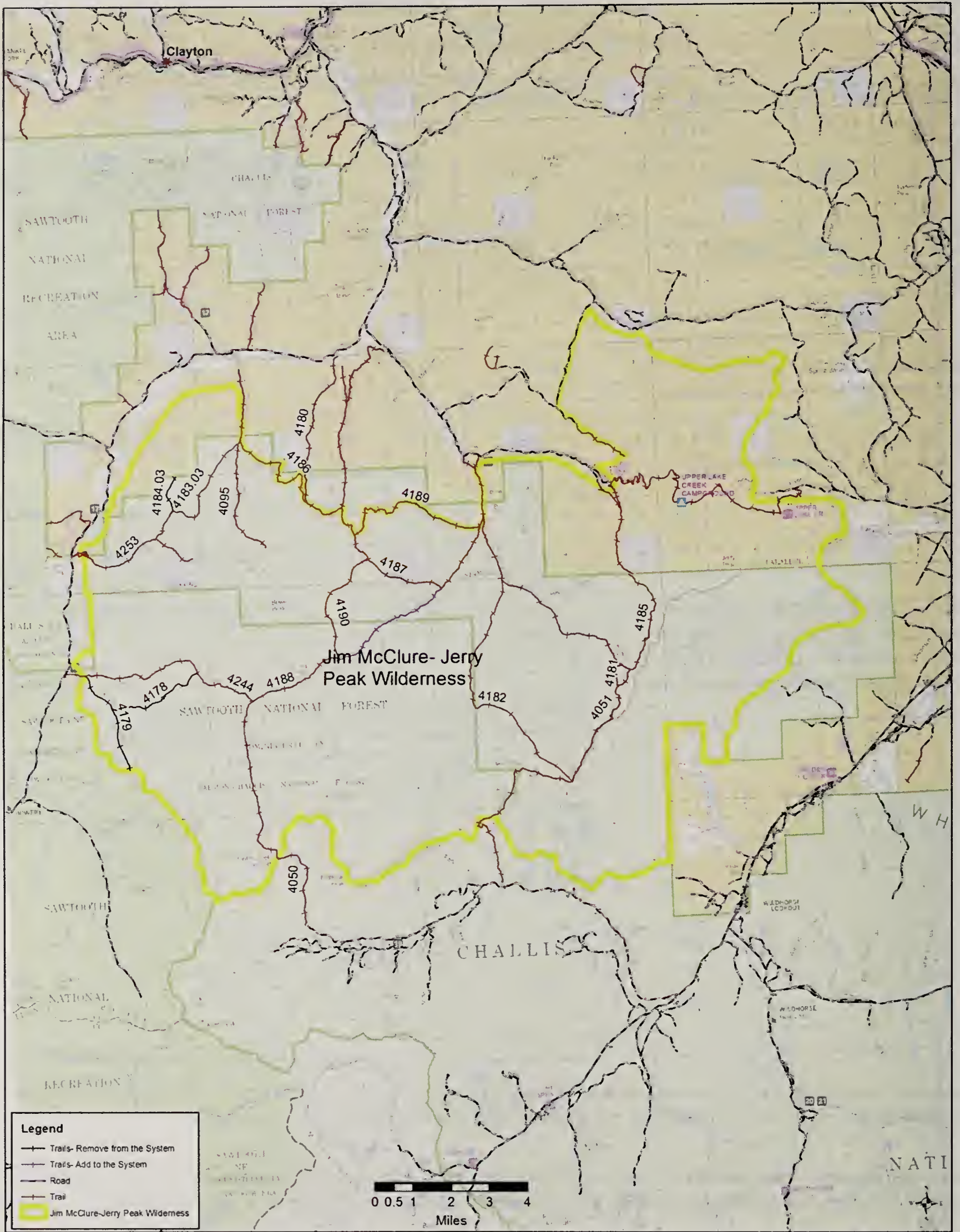


Figure 2: Map of Trails

APPENDIX 5 - CAMPSITE MONITORING

Record disturbance to the groundcover (Frissel Campsite Condition Classes).

- 1 - Ground vegetation flattened but not permanently injured. Minimal physical change except for possibly a simple rock fire ring.
- 2 - Ground vegetation worn away around the fire ring or center of activity.
- 3 - Ground vegetation lost on most of the site but humus and litter still present in all but a few areas.
- 4 - Bare mineral soil widespread. Tree roots exposed on the surface.
- 5 - Soil erosion obvious. Trees reduced in vigor or dead.

Record tree damage.

- 0 – No more than 3 severely damaged trees.
- 1 – 4 to 10 severely damaged trees.
- 2 – More than 10 severely damaged trees.

Record disturbed area.

- 0 – No more than 25 m² (0-250 ft²).
- 1 – 26 to 100 m² (251 - 1000 ft²).
- 2 – More than 100 m² (more than 1000 ft²).

Record the presence/absence of various administrative structures.

Additional local measures may include:

- Record the presence of user-created structures or installations.
- Record the presence/abundance of firewood.

For more information:

<http://www.wilderness.net/toolboxes/documents/recsite-monitor/National%20Minimum%20Recreation%20Site%20Monitoring%20Protocol.pdf>

APPENDIX 6 - MAPS OF FOREST SERVICE AND BLM ALLOTMENTS IN THE JMJP

Figure 3 - FS East Pass Sheep and Goat Allotment

Figure 4 - FS Herd Creek Cattle and Horse Allotment

Figure 5 - BLM: Herd Creek, Mountain Springs, Road Creek, and Sage Creek Cattle and Horse Allotments

Figure 6 - FS Pine Creek, BLM East Fork, and BLM Pine Creek Cattle and Horse Allotments

Figure 7 - FS Upper East Fork Cattle and Horse Allotment

Figure 8 - FS Wildhorse Cattle and Horse Allotment

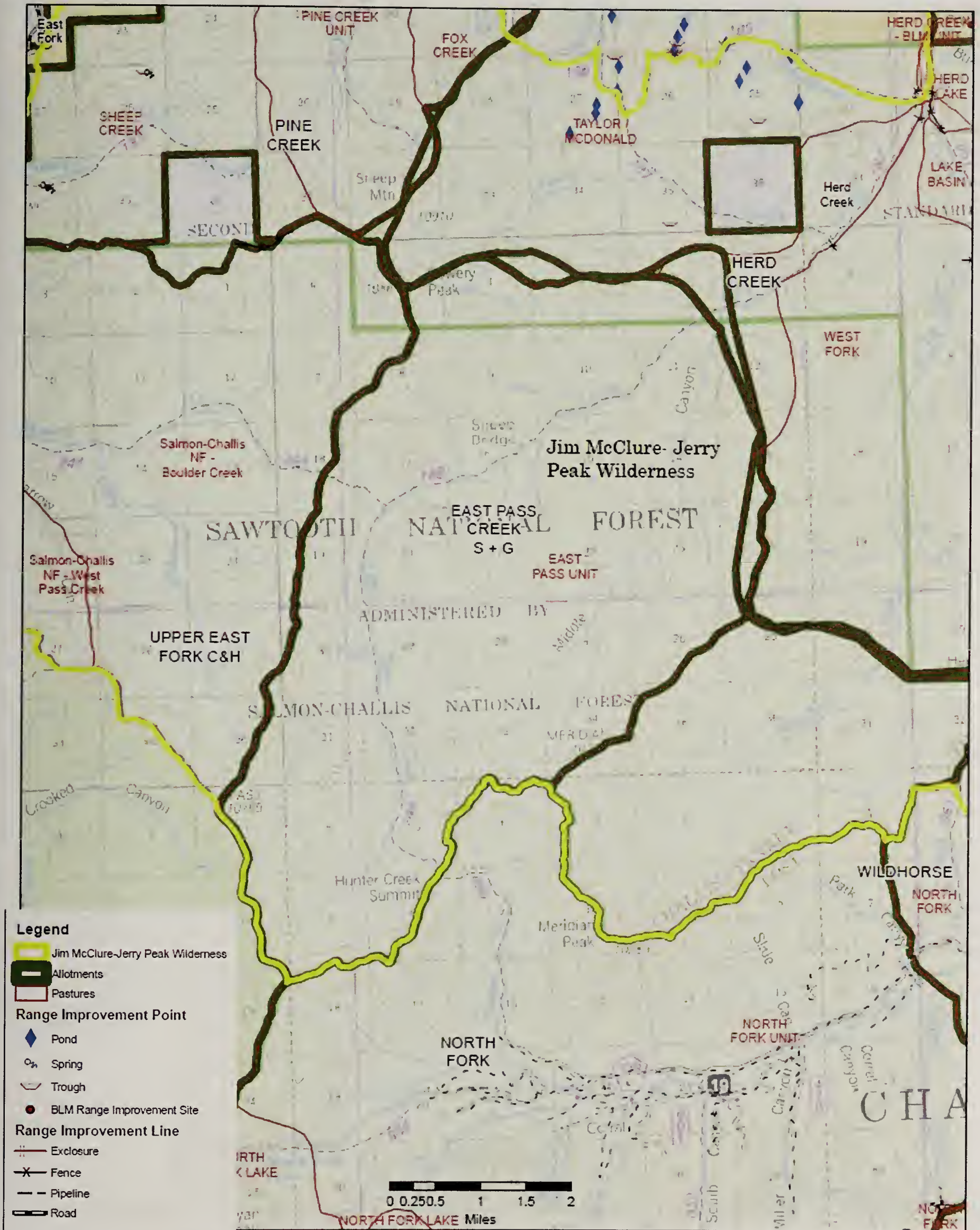


Figure 3: FS East Pass Sheep and Goat Allotment.

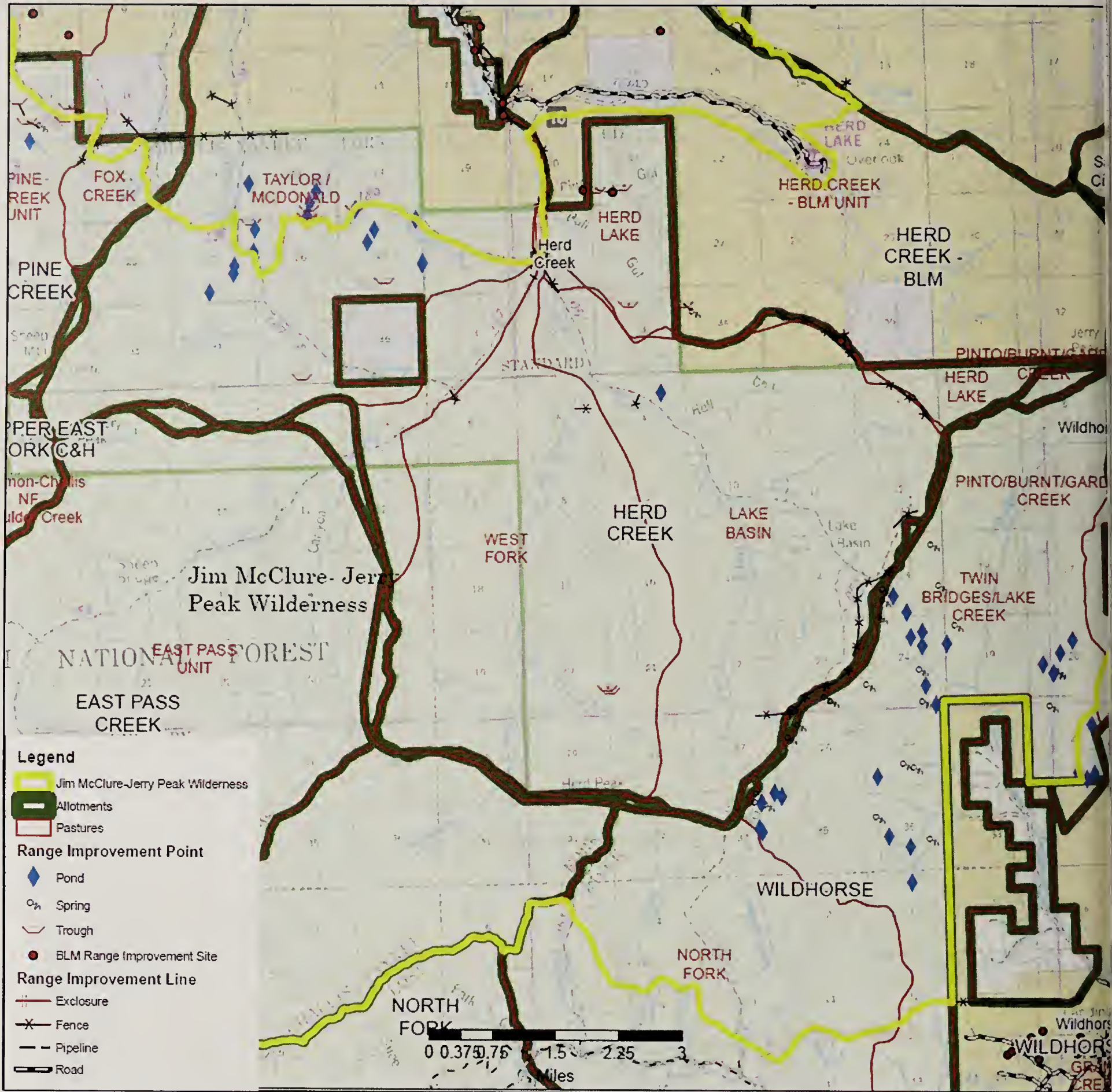


Figure 4: FS Herd Creek Cattle and Horse Allotment.

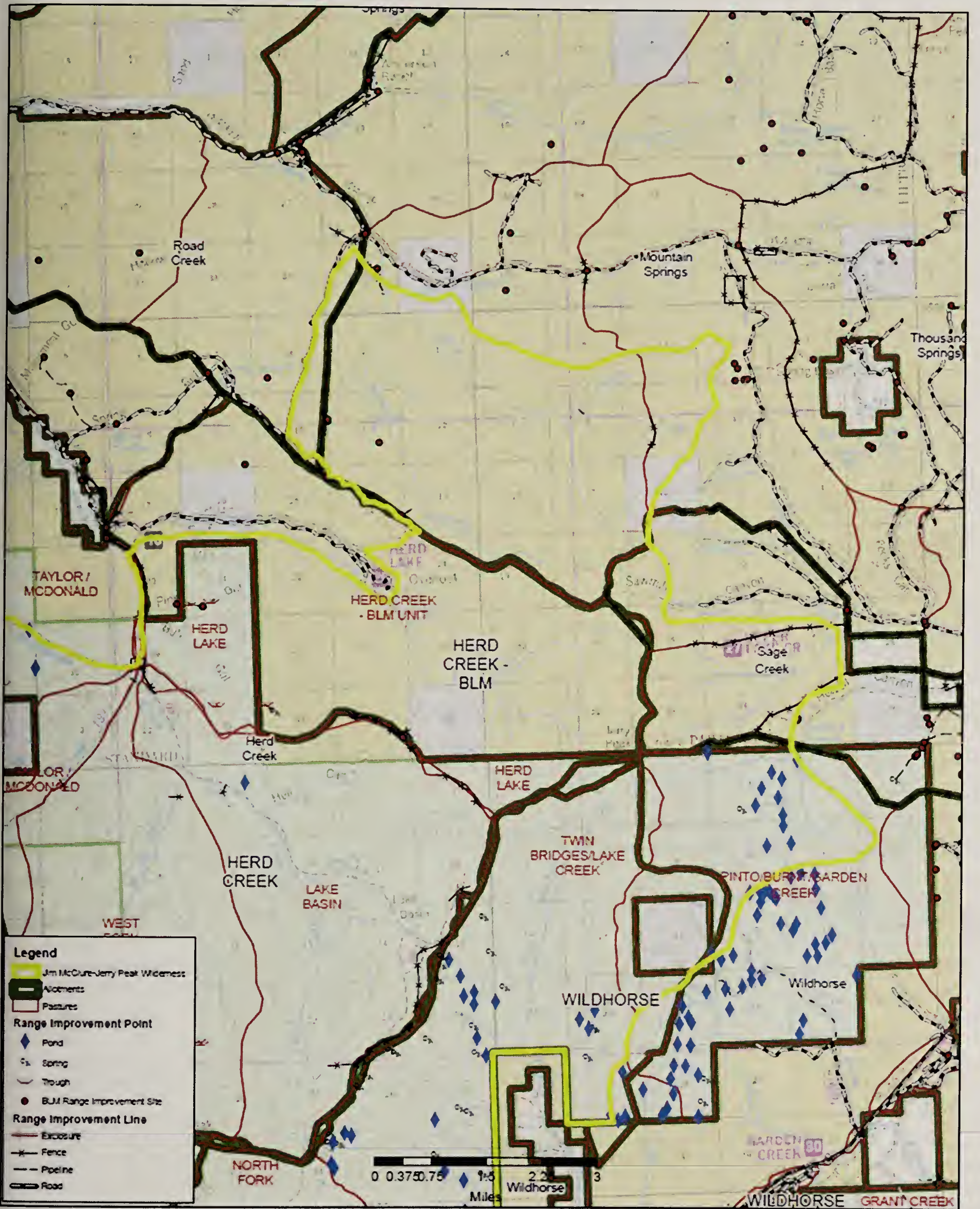


Figure 5: BLM Herd Creek, Mountain Springs, Road Creek, and Sage Creek Cattle and Horse Allotments

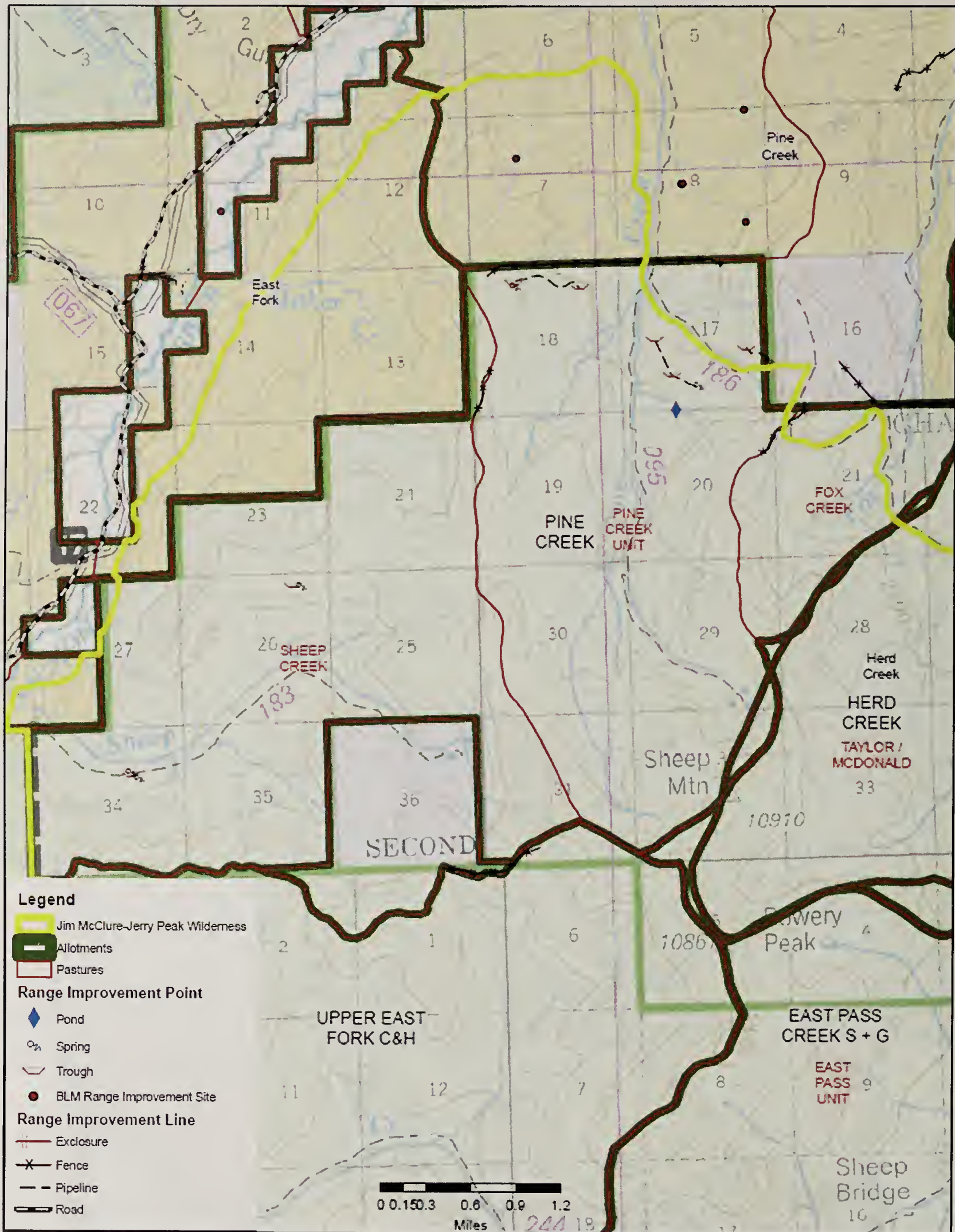


Figure 6: FS Pine Creek, BLM East Fork, and BLM Pine Creek Cattle and Horse Allotments.

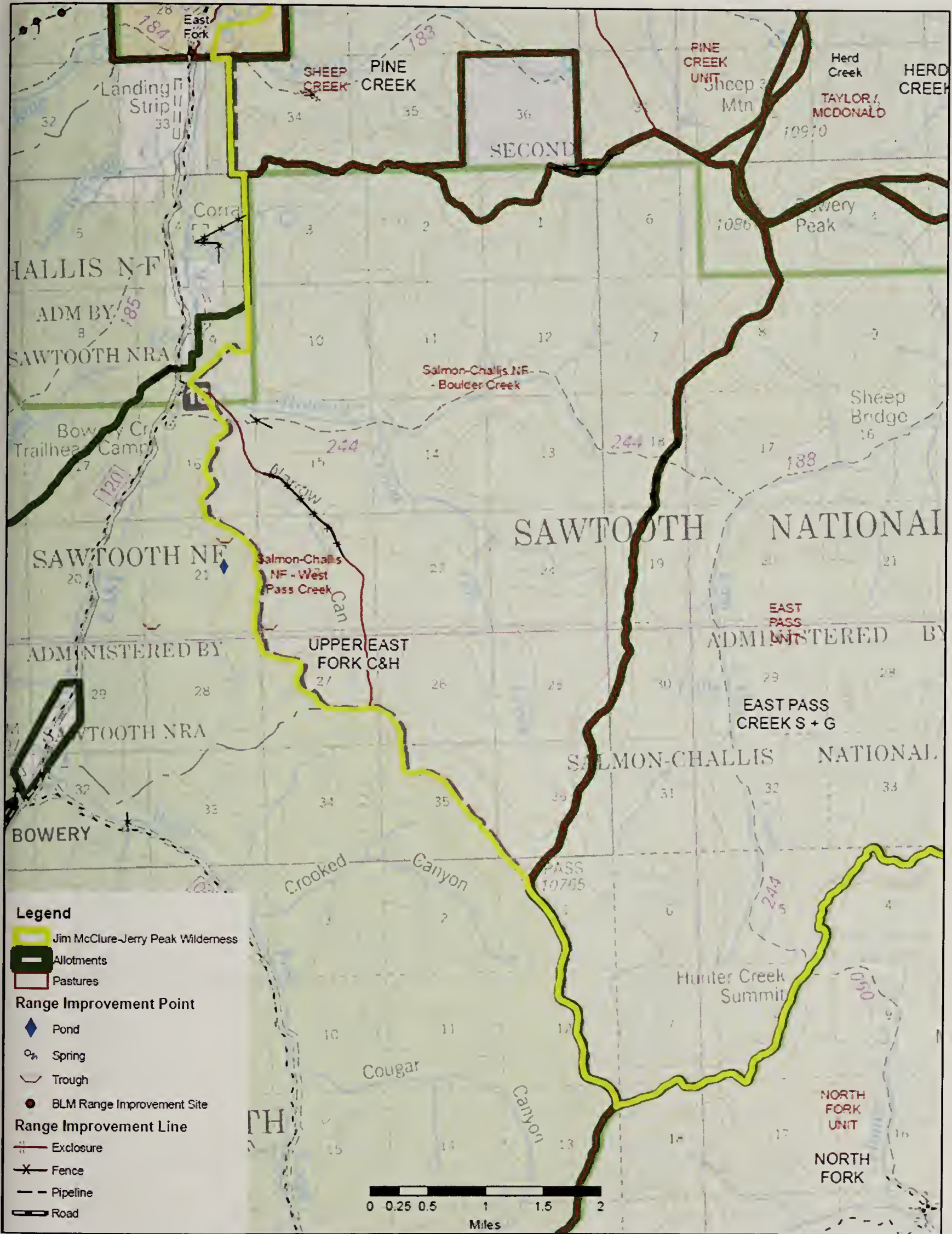


Figure 7: FS Upper East Fork Cattle and Horse Allotment.

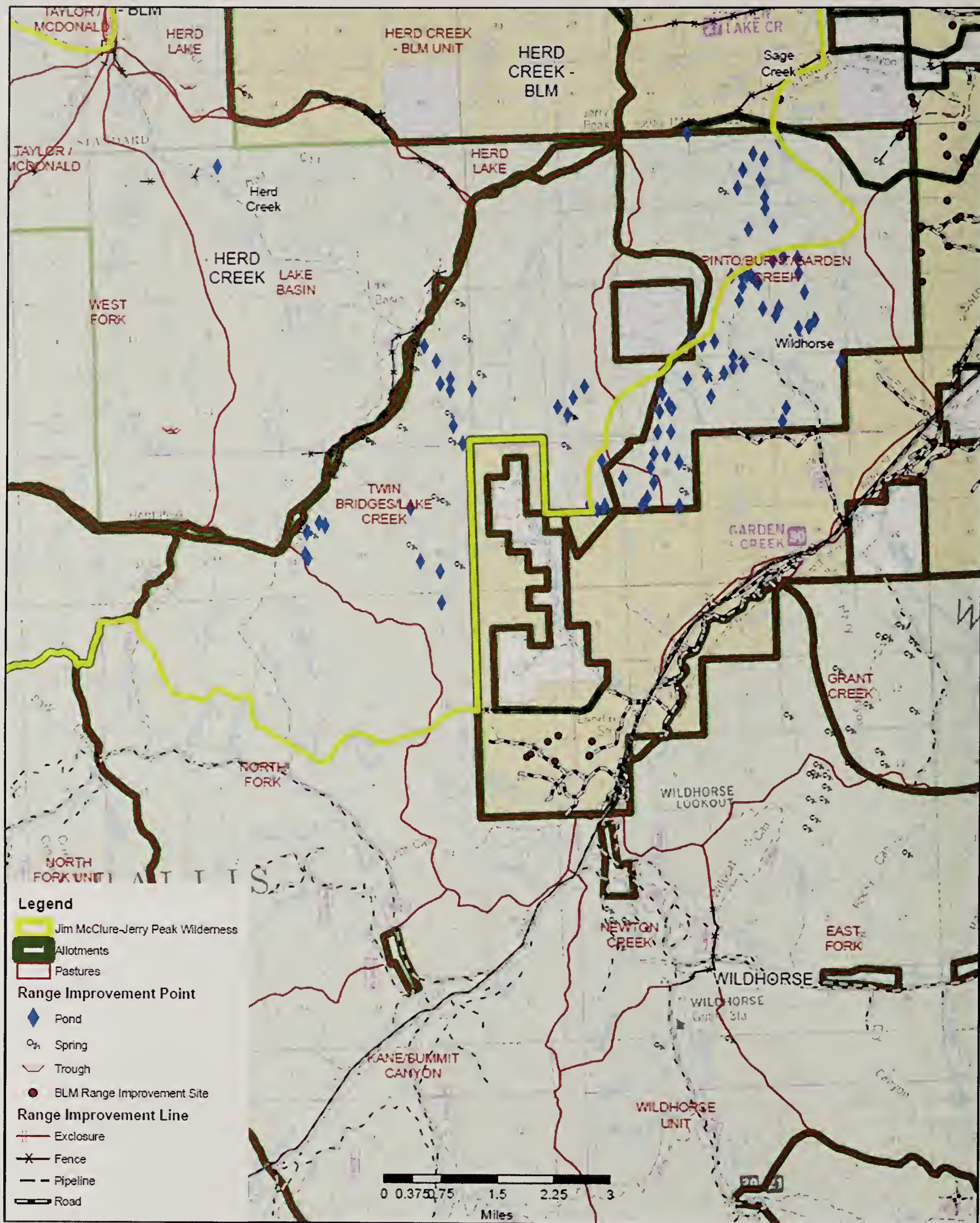


Figure 8: FS Wildhorse Cattle and Horse Allotment.

APPENDIX 7 - CONGRESSIONAL GRAZING GUIDELINES

(House Report NO. 101-405 (1990))

APPENDIX A. - GRAZING GUIDELINES

Section 4(d)(4)(2) of the Wilderness Act states: "the grazing of livestock, where established prior to the effective date of this Act, shall be permitted to continue subject to such reasonable regulations as are deemed necessary by the Secretary of Agriculture".

The legislative history of this language is very clear in its intent that livestock grazing, and activities and the necessary facilities to support a livestock grazing program, will be permitted to continue in National Forest wilderness areas, when such grazing was established prior to classification of an area as wilderness.

Including those areas designated in 1964 by the Wilderness Act, Congress has designated a large number of wilderness areas, including areas which are managed by the Forest Service, Fish and Wildlife Service, and Bureau of Land Management. A number of these areas contain active grazing programs, which are conducted pursuant to existing authorities. In all such cases, when enacting legislation classifying an area as wilderness, it has been the intent of the Congress that the cited language of the Wilderness Act would apply to grazing within wilderness areas administered by all Federal agencies.

To avoid any possible confusion, however, the Committee believes it would appropriate to reiterate the guidelines and policies (which have been set out previously in the Committee's Report on H.R. 5487 of the 96th Congress, House Report NO. 96-617) that are to be utilized by BLM in implementing the relevant provisions of the Wilderness Act with respect to livestock grazing in the wilderness areas designated by this bill. It is the intention of the Committee that these guidelines and policies be considered in the overall context of the purposes and direction of the Wilderness Act of 1964 and this bill, and that they be promptly, fully, and diligently implemented and made available to Bureau of Land Management personnel at all levels and to all holders of permits for grazing in the wilderness areas designated by this bill.

The guidelines and policies are as follows:

1. There shall be no curtailments of grazing in wilderness areas simply because an area is, or has been designated as wilderness, nor should wilderness designations be used as an excuse by administrators to slowly "phase out" grazing. Any adjustments in the numbers of livestock permitted to graze in wilderness areas should be made as a result of revisions in the normal grazing and land management planning and policy setting process, giving consideration to legal mandates, range condition, and the protection of the range resource from deterioration.

It is anticipated that the numbers of livestock permitted to graze in wilderness would remain at the approximate levels at the time an area enters the wilderness system. If land management plans reveal conclusively that increased livestock numbers or animal unit months (AUMs) could be made available with no adverse impact on wilderness values such as plant communities, primitive recreation, and wildlife populations or habitat, some increases in AUMs may be permissible. This is not to imply, however, that wilderness lends itself to AUM or livestock increases and construction of substantial new facilities that might be appropriate for intensive grazing management in non-wilderness areas.

2. The maintenance of supporting facilities, existing in an area prior to its classification as wilderness (including fences, line cabins, water wells and lines, stock tanks, etc.), is permissible in wilderness. Where practical alternatives do not exist, maintenance or other activities may be accomplished through the occasional use of motorized equipment. This may include, for example, the use of backhoes to maintain stock ponds, pickup trucks for major fence repairs, or specialized equipment to repair stock watering facilities. Such occasional use of motorized equipment should be expressly authorized in the grazing permits for the area involved. The use of motorized equipment should be based on a rule of practical necessity and reasonableness. For example, motorized equipment need not be allowed for the placement of small quantities of salt or other activities where such activities can reasonably and practically be accomplished on horseback or foot. On the other hand, it may be appropriate to permit the occasional use of motorized equipment to haul large quantities of salt to distribution points. Moreover, under the rule of reasonableness, occasional use of motorized equipment should be permitted where practical alternatives are not available and such use would not have a significant adverse impact on the natural environment. Such motorized equipment uses will normally only be permitted in those portions of a wilderness area where they had occurred prior to the area's designation as wilderness or are established by prior agreement.
3. The replacement or reconstruction of deteriorated facilities or improvements should not be required to be accomplished using "natural materials", unless the material and labor costs of using natural materials are such that their use would not impose unreasonable additional costs on grazing permittees.
4. The construction of new improvements or replacement of deteriorated facilities in wilderness is permissible if in accordance with these guidelines and management plans governing the area involved. However, the construction of new improvements should be primarily for the purpose of resource protection and the more effective management of these resources rather than to accommodate increased numbers of livestock.
5. The use of motorized equipment for emergency purposes such as rescuing sick animals or the placement of feed in emergency situations is also permissible. This privilege is to be exercised only in true emergencies, and should not be abused by permittees.

In summary, subject to the conditions and policies outlined in this report, the general rule of thumb on grazing management in wilderness should be that activities or facilities established prior to the date of an area's designation as wilderness should be allowed to remain in place and may be replaced when necessary for the permittee to properly administer the grazing program. Thus, if livestock grazing activities and facilities were established in an area at the time Congress determined that the area was suitable for wilderness and placed the specific area in the wilderness system, they should be allowed to continue. With respect to areas designated as wilderness prior to the date of this Act, these guidelines shall not be considered as a direction to reestablish uses where such uses have been discontinued.

APPENDIX 8 - WILD HORSE MANAGEMENT

Figure 9. Map of the Challis Herd Management Area and JMJP Wilderness

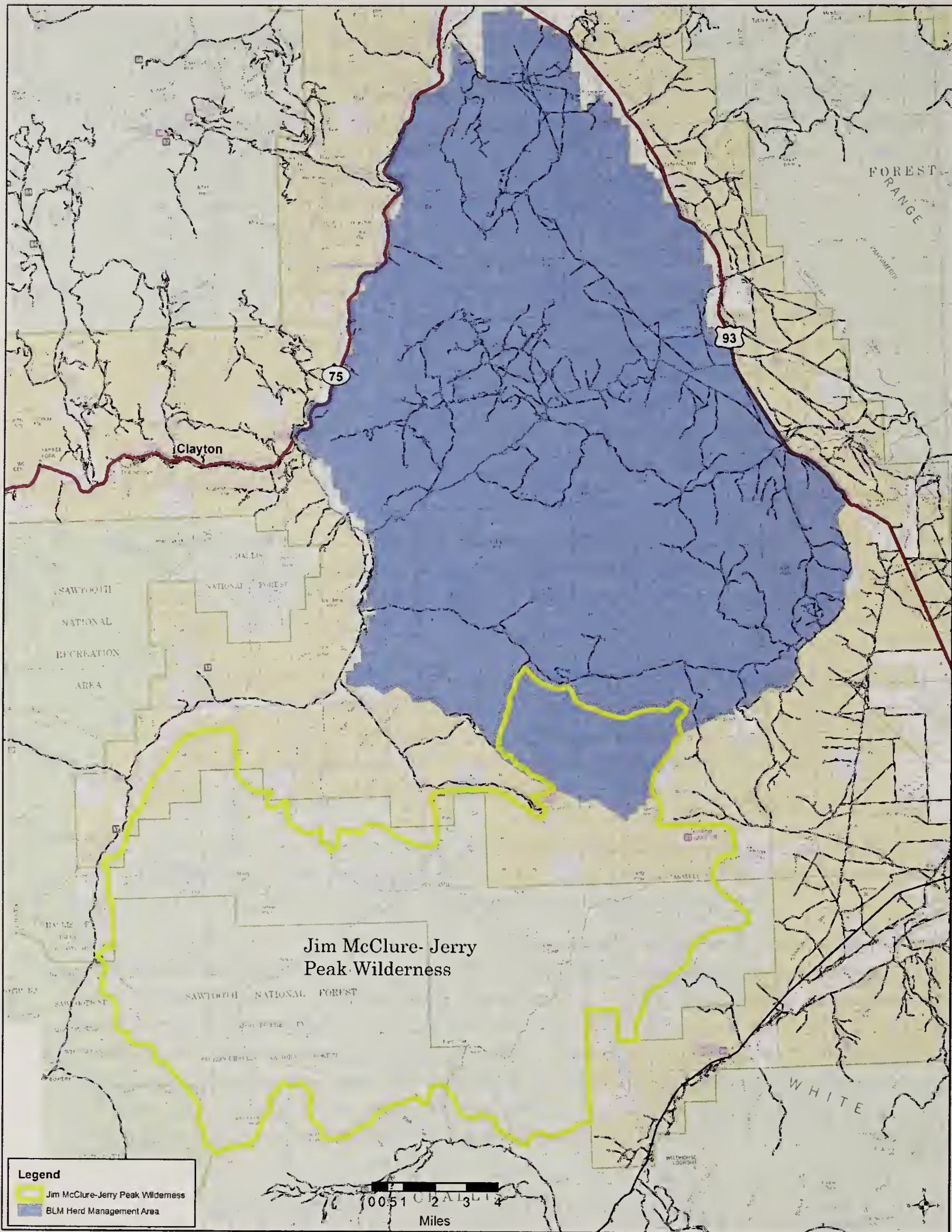


Figure 9: Challis Herd Management Area and JMJP Wilderness

APPENDIX 9 - FIRE HISTORY AND FRCC MAPS

Figure 10: Fire History Map within the JMJP Wilderness

Figure 11: Fire Regime Condition Class Map for the JMJP Wilderness

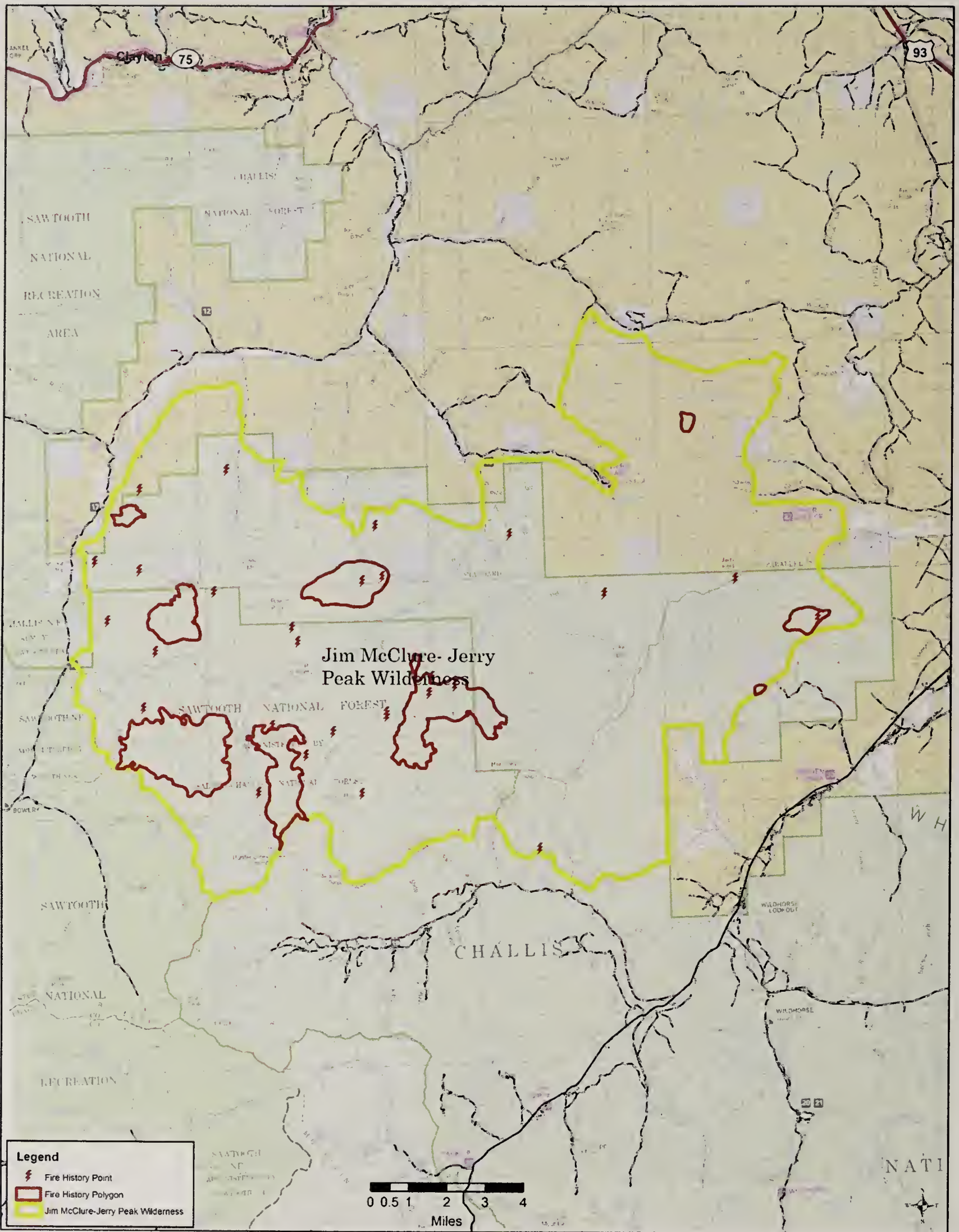


Figure 10: Fire History Map

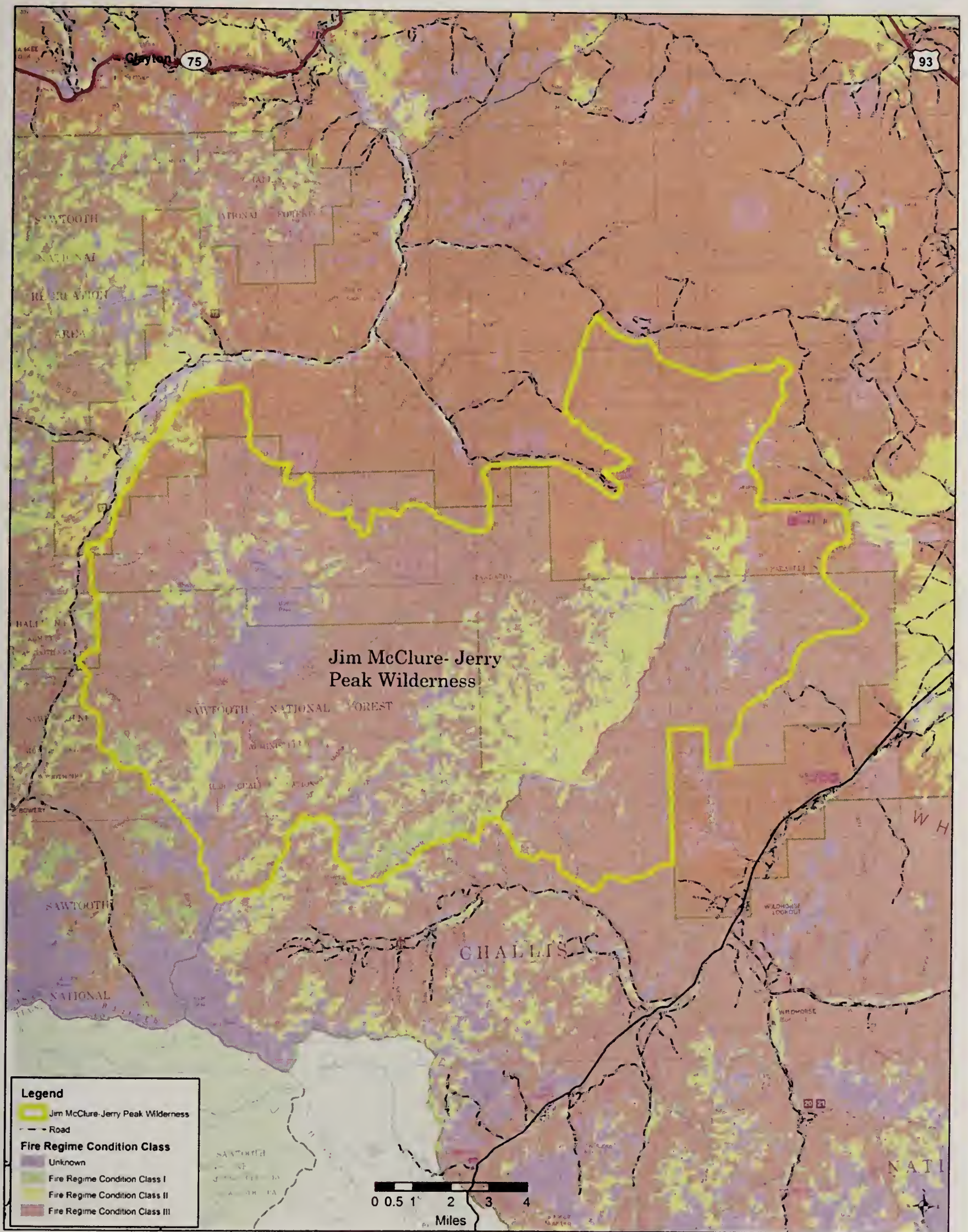
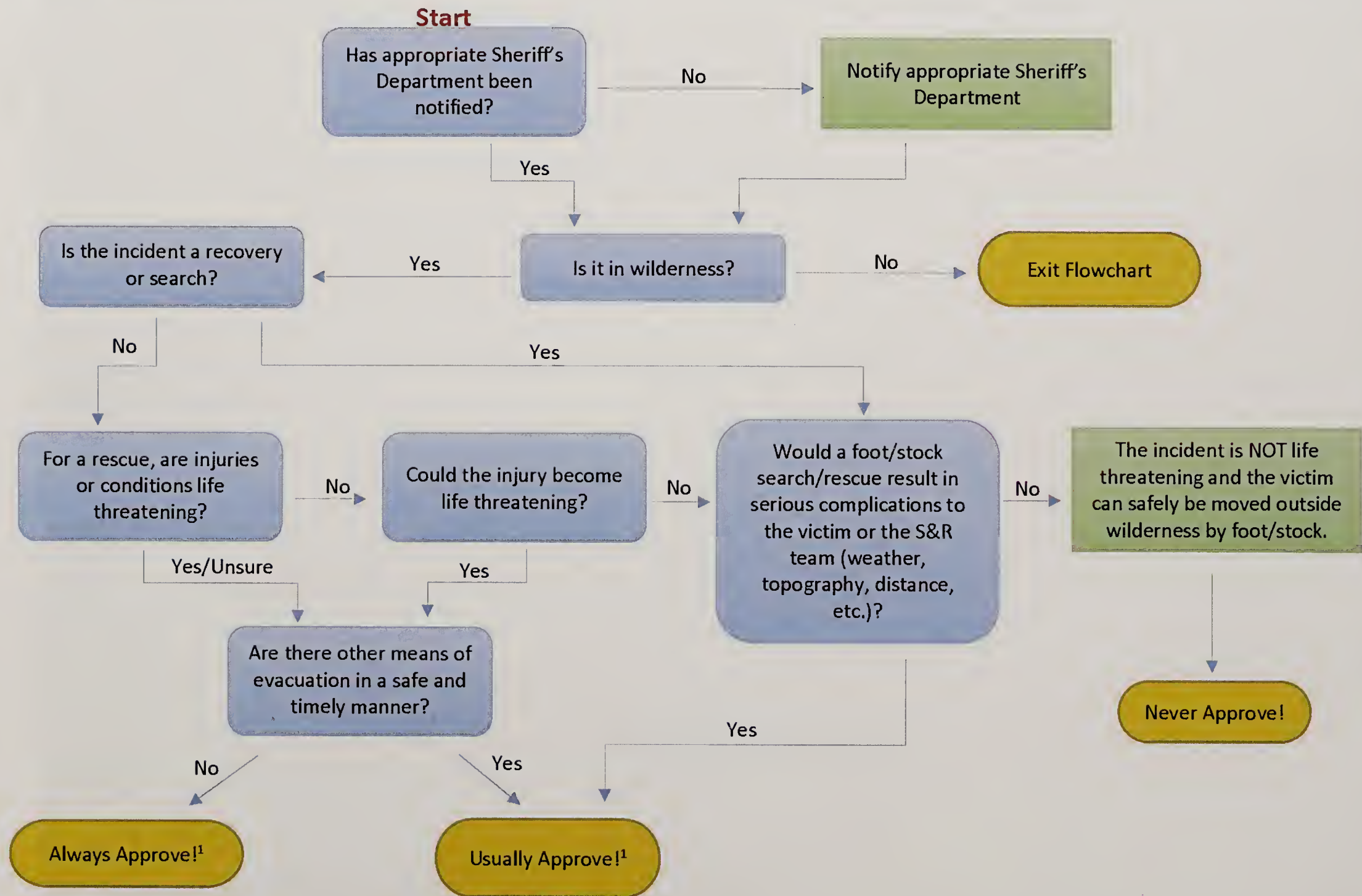


Figure 11: FRCC Map

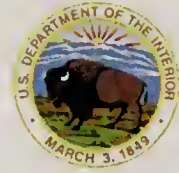
APPENDIX 10 - APPROVAL GUIDELINES FOR THE USE OF MOTORIZED AND MECHANIZED EQUIPMENT FOR SEARCH AND RESCUE OPERATION



¹ Permission can only be granted by the Forest Supervisor/BLM Field Manager (or his/her acting) on a case-by-case basis.



United States Department of Agriculture
Forest Service



United States Department of the Interior
Bureau of Land Management

Jim McClure-Jerry Peak

Wilderness Management Plan

Environmental Assessment

Salmon-Challis National Forest
BLM, Idaho Falls District, Challis Field Office
August 9, 2018



Summary

The U.S. Forest Service, Salmon-Challis National Forest, in cooperation with the Bureau of Land Management (BLM), Idaho Falls District, Challis Field Office, propose to assess the environmental consequences of a Wilderness Management Plan for the Jim McClure-Jerry Peak Wilderness. The Forest Service manages a total of 94,985 acres and the Bureau of Land Management manages a total of 21,913 acres of the Jim McClure-Jerry Peak Wilderness. The plan and this environmental document were developed by both agencies. The action is needed to preserve the area's characteristics as identified by the Wilderness Act of 1964 by identifying the conditions and opportunities for which the Wilderness would be managed and creating specific standards and guidelines for managing resources and activities that would bring existing conditions closer to meeting desired conditions.

The Jim McClure-Jerry Peak Wilderness Management Plan would provide specific, updated, and consistent direction for management of the Jim-McClure-Jerry Peak Wilderness. The plan would provide direction to maintain wilderness character mandated by the Wilderness Act of 1964 as areas that remain untrammeled (i.e., unrestrained, unhindered) by man, natural, undeveloped, and having outstanding opportunities for solitude or primitive and unconfined types of recreation, and other features of value.

The Interdisciplinary Team identified effects to wilderness character, including effects to wildlife within the natural quality, as a key issue from scoping comments. Identification of issues led to the development of additional alternatives; therefore, in addition to the Proposed Action, a Natural-focus Alternative, and a Minimum Action Alternative is analyzed in this EA to provide a benchmark for comparative purposes.

Based upon the effects of the alternatives, the agencies' responsible officials will decide whether to implement, the Proposed Action (Alternative A, which is the Preliminary Jim McClure-Jerry Peak Wilderness Management Plan), the Natural-focus Alternative (Alternative B), the Minimum Management Alternative (Alternative C), a modified version of the Proposed Action, or make selection of components from each Alternative to guide future management of the Jim McClure-Jerry Peak Wilderness over the life of the plan.

This project is subject to the objection process pursuant 36 CFR 218 Subpart A and B.

Chapter 1 – Purpose and Need

Document Structure

The Forest Service (FS), and the Bureau of Land Management (BLM) have prepared this Environmental Assessment (EA) in compliance with the National Environmental Policy Act (NEPA) and other relevant Federal and State laws and regulations, to assess the environmental consequences of a Wilderness Management Plan (WMP) for the Jim McClure-Jerry Peak (JMJP) Wilderness. The document is organized into four parts:

- **Introduction:** The section includes information on the history of the project proposal, the purpose of and need for the project, and the agencies' proposal for achieving that purpose and need. This section also details how the public was informed of the proposal and how the public responded.
- **Alternatives, including the Proposed Action:** This section provides a more detailed description of the agencies' three alternatives. The environmental consequences associated with the Proposed Action, the Minimum Management Alternative and the Natural-focus alternative are outlined within the Environmental Consequences section of this document.
- **Environmental Consequences:** This section describes the environmental effects of implementing the Proposed Action and other alternatives. This analysis is organized by resource area. Within each section, the affected environment is described first, followed by the effects of each alternative: the Proposed Action, the Natural-focus Alternative, and the Minimum Action Alternative.
- **Agencies and Persons Consulted:** This section provides a list of preparers and agencies consulted during the development of the environmental assessment.
- **Appendices:** The appendices provide more detailed information to support the analyses presented in the environmental assessment.

Background

The United States Congress designated the Jim McClure-Jerry Peak (JMJP) Wilderness (116,898 acres) on August 7, 2015. All of the Wilderness is within Custer County, Idaho and is managed by the Bureau of Land Management (BLM), Idaho Falls District, Challis Field Office (21,913 acres; 19%) and the Forest Service (FS; 94,985 acres; 81%), Challis-Yankee Fork Ranger District and administered by the Middle Fork Ranger District. See Figure 1.

This WMP direction applies to the National Forest System lands of the JMJP Wilderness and is consistent with the Challis National Forest Land and Resource Management Plan (Forest Plan; FS, 1987). The WMP will be incorporated into current Challis Forest Plan as a management approach. The forthcoming, revised forest plan, which is anticipated to be completed in 2020, will provide plan components appropriate for the protection and management of the JMJP Wilderness.

This WMP direction applies to the BLM portion of the JMJP Wilderness and is consistent with the Challis Resource Management Plan (RMP; BLM, 1999). The Challis RMP includes direction for wilderness study areas (WSAs) released from wilderness consideration, and limited guidance regarding management of designated wilderness, including the following direction: withdrawal [of designated lands] from mineral entry and general land laws, incorporation of Minimum Impact Suppression Tactics (MIST) Guidelines when managing wildland fire, and providing recreation opportunities for the remainder of the Resource

Area not included in a special recreation management area, including areas specifically for unstructured outdoor experiences. Further, the RMP directs closure of the Upper Lake Creek Campground: Close the Upper Lake Creek campground and maintain the existing road above Herd Lake as a non-motorized trail only.

The Challis RMP also includes the following fire management direction: "Develop activity plans ... to direct fire suppression on a site-specific basis within the conditional suppression areas In the absence of an activity plan, provide initial attack and full suppression of natural and human-caused wildfires occurring within conditional suppression areas." (p. 21)

Purpose and Need for Action

The purpose of this project is to provide specific, updated, and consistent management direction for the JMJP Wilderness, situated on federal public land managed by the FS and the BLM. The WMP would provide specific direction for agency management of the JMJP Wilderness, and the need for revision would be reviewed, as conditions warrant.

This action is needed to preserve wilderness character as identified by the Wilderness Act of 1964 by identifying the conditions and opportunities for which the Wilderness would be managed and creating specific standards and guidelines for managing resources and activities that would bring existing conditions closer to meeting desired conditions. Management direction would also address areas immediately adjacent to the Wilderness area to facilitate signage, staging areas, and access points. The primary objective of the WMP is to maintain wilderness character cumulatively identified by the Wilderness Act of 1964 as areas that remain untrammeled (i.e. unrestrained, unhindered) by man, natural, undeveloped, having outstanding opportunities for solitude or primitive and unconfined types of recreation, and other features of value. These objectives and actions would be implemented upon adoption of the WMP and the WMP identifies actions that may be implemented in the future if changes to resource conditions occur. The need for action is defined by the gap between the existing and desired conditions. The purpose, or primary objective, of the Proposed Action is to eliminate or reduce that gap. The purpose defines the standards that the Proposed Action and any alternatives must satisfy.

Proposed Action

The Proposed Action is the JMJP Wilderness Management Plan. Chapter 2 of this document outlines the management activities in greater detail and the Wilderness Management Plan contains the full text. The WMP provides the framework and guidance for management of the Wilderness, including goals, objectives, standards, and guidelines from which future projects may be tiered.

Decision Framework

The Purpose and Need for Action and the environmental analysis in this EA will direct the Responsible Officials' selection whether to manage the wilderness solely according to legislative and regulatory requirements (Minimum Management Alternative), or whether to implement a plan that provides additional direction to manage approved uses not otherwise regulated while ensuring adequate protection and preservation of resources and values, as well as providing mitigation for potential impacts to those resources and values (the Proposed Action or the Natural-focus Alternative).

This EA will provide the Forest Supervisor of the Salmon-Challis National Forest and the BLM District Manager with a basis on which to make an informed decision. Following review of the WMP and EA, the FS Forest Supervisor and BLM District Manager, as appropriate, will decide to do one of the following:

1. Approve management proposals as presented in one of the alternatives or a combination of alternatives analyzed in this document.
2. Determine if significant impacts (as defined in 40 CFR 1508.27) exist that would require the preparation of an environmental impact statement (EIS).

Public Involvement and Tribal Consultation

Wilderness management for the JMJP Wilderness is based on national and local wilderness goals, objectives and associated standards and guidelines, and wilderness-specific issues that were identified through internal and external scoping.

Project kick-off meetings were held May 19, 2016 in Ketchum and Stanley, June 2, 2016 in Challis. The public, stakeholders, the Nez Perce Tribe and Shoshone-Bannock Tribes were offered an opportunity to provide input during an early scoping period (July 25-August 25, 2016). During this early scoping period 32 letters were received, including a letter from the Shoshone-Bannock Tribes of Fort Hall. Comments generally fell into eight categories:

- Most Valued Features of the Wilderness
- Wilderness Management
- Recreation Management
- Outfitters and Guides
- Livestock Grazing
- Fire Management
- Wildlife Management
- Weed Management

Miscellaneous topics included law enforcement, search and rescue, visual resources, and rehabilitation of human disturbances. These comments were considered in development of the management guidance.

The scoping period for the draft WMP occurred February 15 to March 17, 2017. In February and early March, four scoping meetings were offered to the public in Challis, Mackay, Ketchum and an online webinar. The agencies also outreached through their respective webpages and social media. During the scoping period 30 comment letters were received, including letters from the following organizations, State, and local agencies:

- Backcountry Horsemen of Idaho
- Boulder-White Clouds Council
- Custer County Commissioners
- Custer Co./Wilderness Society
- Idaho Cattle Association
- Idaho Department of Agriculture
- Idaho Department of Fish and Game
- Idaho Cattle Association
- Idaho Conservation League/Wilderness Society
- Idaho Outfitter & Guide Association
- Idaho Recreation Council
- Ken Smith Hunting
- North American Packgoat Association
- Trout Unlimited
- Wild Sheep Foundation
- Wilderness Watch
- Western Watershed Project
- Wildlands Defense
- White Cloud Outfitters

The 30-day opportunity to comment on the proposed plan occurred October 27-November 27, 2017 and included public meetings in Mackay, Challis, Stanley, and Ketchum. A legal notice was issued in the Challis Messenger, the paper of record on October 27, 2017.

Tribal governments have a unique legal and political relationship with the United States government as reflected in the United States Constitution, treaties, statutes, court decisions, executive orders, and memoranda. The Shoshone-Bannock Tribes of Fort Hall and the Nez Perce Tribes were contacted regarding the project. As noted above the Shoshone-Bannock Tribes of Fort Hall provided a comment

letter during the early scoping period. The JMJP plan was also discussed during staff-to-staff coordination meetings between the SCNF and the Shoshone-Bannock Tribes on October 4, 2016, on February 22, 2017, April 4, 2017 and October 3, 2017; and between the BLM and the Tribes on February 22, 2017, April 20, 2017 and October 24, 2017.

The BLM, Challis Field Office and Salmon-Challis National Forest met early, regularly, and in an on-going process with the Custer County Commissioners, including each of the public involvement opportunities: project kick-off meetings, early scoping period, scoping period, and the comment period. Agency representatives from the BLM and the FS regularly provided updates at the monthly County Commissioners meetings, and at the Natural Resource Advisory Committee (NRAC) meetings. The agencies provided a monthly newsletter via email to stakeholders, including the county, to provide regular planning updates. The County Commissioners requested several meetings during the planning process, including briefings prior to the initiation of the scoping and comment periods. The agencies meet with the commissioners February 10, 2017 prior to the start of the scoping period, August 8, 2017 to discuss the wilderness plan process, and October 17, 2017 prior to the start of the comment period.

Issues

The Forest Service and BLM staff separated the issues identified during scoping into two groups: key issues and issues not analyzed in detail. Key issues were defined as those directly or indirectly caused by implementing the proposed action. Issues are used to develop and analyze the alternatives. They involve potential effects to resources that might not be addressed by existing laws. The Forest Service and BLM identified one primary issue raised during scoping: Wilderness management plan strategies may affect wilderness character, which encompasses several resources under the qualities of wilderness character including wildlife, non-native, invasive species, and recreation.

Issues Not Analyzed in Detail were identified as those: 1) outside the scope of the proposed action; 2) already decided by law, regulation, land use plan, or other higher level decision; 3) irrelevant to the decision to be made; or 4) conjectural and not supported by scientific or factual evidence. The Council for Environmental Quality (CEQ) NEPA regulations require this delineation in Sec. 1501.7, "...identify and eliminate from detailed study the issues which are not significant or which have been covered by prior environmental review (Sec. 1506.3)..."

Issues Not Analyzed in Detail

These concerns are not analyzed in detailed because they are outside the scope of this project, are already decided by law, regulation, policy, Forest Plan/RMP, or other higher level decision, are irrelevant to the decision to be made or are conjectural and not supported by factual evidence or scientific evidence.

- Wilderness Designation - The JMJP Wilderness was designated through the *Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act* (P.L. 114-46). Designation of wilderness is not under review within this plan and EA. The boundaries of the wilderness were set through passage of the Act and are not open to review through this planning process.
- Prescribed Fire - consideration of prescribed fire would be guided by BLM and FS wilderness policy. There are no current proposals to implement prescribed fire in the wilderness.
- Predator Control - BLM and FS wilderness policy allow for predator control programs on case-by-case basis for certain reasons. Control methods are to focus on individual animals.
- Fish Stocking - In cooperation with the state of Idaho, fish stocking is guided by BLM and FS wilderness policy, and the guidance of the Association of Fish and Wildlife Agencies (AFWA),

BLM, and FS Policies and Guidelines for Fish and Wildlife Management in Wilderness (AFWA et al. 2006).

- Opening routes to motorized travel or changing the wilderness boundaries – the boundaries are established by Congress. Additional legislation would be necessary to modify the wilderness boundary.
- Trapping - trapping is an acceptable use of wilderness, subject to federal and state laws and regulations.
- Access for the Physically Challenged - Special facilities to accommodate wilderness use by those with disabilities are not required by the Americans with Disabilities Act of 1990. Wheelchairs are allowed in wilderness for use by individuals whose disability requires the use of a wheelchair. Wheelchairs suitable for use in wilderness are those that would be suitable for use in an indoor pedestrian area.
- Livestock Grazing and Allotment Management Plans - Grazing of livestock, where established prior to August 7, 2015, shall be administered in accordance with Section 4(d)(4) of the Wilderness Act, Section 102(e) of the Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act and the grazing guidelines in House Report 96-617, and Appendix A of House Report 101-405.
- Fort Bridger Treaty of July 3, 1868 - The Shoshone-Bannock Tribes have ancestral treaty rights to uses of the Salmon-Challis National Forest and Idaho Falls District BLM that includes the wilderness area. The relationship of the United States government with American Indian tribes is based on legal agreements between sovereign nations. The Fort Bridger Treaty of July 3, 1868, reserved the hunting, fishing, and gathering rights of tribal members on “all unoccupied lands of the United States so long as game is present thereon.” This right applies to all federal lands administered by the BLM and FS.
- Travel Management - Transportation and travel management of routes and designations outside of designated wilderness are outside the scope of this plan and would be addressed through separate travel management planning.
- Trailhead Amenities - During scoping, it was suggested by the public that existing facilities at Little Boulder trailhead may not be sufficient to support current levels of recreational use. Proposed improvements outside the wilderness boundary are outside the scope of this Plan and will be required to undergo a separate NEPA analysis process prior to approval.
- Socioeconomics of wilderness designation - Various parties have expressed concerns regarding the economic impact of the wilderness designation; however, the JMJP Wilderness has already been designated by Congress with the P.L. 114-46, and analysis of the wilderness designation is not within the scope of this EA. Analysis of the impacts of the actions presented in the alternatives is provided below.
- Dogs - Idaho Statute (Section 36 1101) protects big game from harassment by dogs. Further, Idaho Department of Fish and Game regulations apply to dogs used for hunting, pursuit, or trailing of game animals.

Chapter 2 - Alternatives

This section describes and compares the alternatives in comparative form, considered for the JMJP Wilderness Management Plan project. The list below and the table that follows include all direction proposed in the plan, with the exception of direction established by law or policy (Appendix A of this EA).

Alternative A, Proposed Action

The Proposed Action is described in detail in the Wilderness Management Plan for the JMJP Wilderness. The Proposed Action discusses discretionary management actions to address issues identified during internal and external scoping. The following direction is specific to Alternative A:

Wilderness

- Remove existing developments unless they are determined to be the minimum necessary for the administration of the area as wilderness, or are:
 - a. Associated with valid existing rights,
 - b. Authorized range developments,
 - c. Of historical or cultural value (in conformance with the NHPA), or
 - d. Upper Lake Creek Campground, unless it becomes unsafe or unusable (see Developments and other Human Effects or Disturbances section). Standard (S)

Wildlife

- Adopt pack goat guidelines as recommended by the North American Packgoat Association through education and information. Guideline (G)

Recreation

- Limit group size to a maximum of 12 people. (See exception for Native American tribes in the Cultural Resources and Tribal Governments section.) (S)
- The trail leading to the Upper Lake Creek Campground will remain. Width will be allowed to naturally narrow to a pedestrian/stock width (e.g. Class 3). Culverts will not be removed unless they wash out or cannot be maintained. Replacement of culverts will not occur. Management Action (MA)
- Require stock users traveling outside of camp to tie stock to live trees greater than 8" in diameter for only short periods of time, and require use of tree-saver devices or other techniques (e.g. wrap lead around trunk twice before tying the knot) to minimize tree damage. (G)

Developments and Other Human Effects or Disturbances

- BLM will retain Upper Lake Creek Campground. Maintenance of the campground will be in accordance with an MRA. If the facility is damaged, becomes unusable or a safety hazard, the facility would not be replaced. (MA)

Alternative B, Natural-focus

Alternative B includes the following distinct actions, otherwise it is the same as Alternative A.

Wildlife

- Implement the following measures to minimize contact between bighorn sheep and domestic goats used for packing:
 - All pack goats will be on leads or have leads attached to their collar or halter at all times.
 - All pack goats will be tethered at night within 30 feet of humans.
 - If bighorn sheep are observed within 100 yards of a potential camping area, pack goat users will take all reasonable measures to move their campsite to a different area. Hazing techniques may be used to deter bighorn sheep from moving closer to campsites if necessary.
 - Pack goat numbers will be limited to a maximum of three (3) pack goats per person, and a maximum of nine (9) pack goats per group.
 - When bighorn sheep are using trails for travel pack goat users will move off the trail 100 yards. If that distance is not attainable, the pack goat user will travel back along the trail away from the bighorn sheep and exit the trail when the 100 yard distance can be reached. Pack goat users will stay off the trail until bighorn sheep have passed. If visibility is limited to less than 100 yards up trail, a pack goat user will go to the trail and observe for bighorn sheep before continuing with pack goats.
 - When accessing browsing areas and water, a pack goat user will check for the presence of bighorn sheep before allowing access for pack goats. Whenever possible, water access will be limited to areas of unlikely bighorn sheep use.
 - In event that direct contact of a pack goat and a bighorn sheep is observed, the location and as much of a description as is possible of the sheep and incident will be written, photographed if possible and reported to the appropriate agency as soon as reasonably possible.
 - If any pack goat becomes lost, missing or separated from the owner and herd every effort will be exhausted to locate and recover the lost pack goat. If the owner is unable to locate and recover the lost pack goat, contact the Salmon-Challis National Forest or BLM, Challis Field Office by phone immediately. A full disclosure of all available information will be provided including: the last known location (GPS coordinates, legal description, geographic location, name or number of trail or trailhead), the circumstances that resulted in it becoming lost, a description of the pack goat, and any equipment that it was carrying. (S)

Recreation

- Limit the number of pack and saddle stock in one group to 14 head of stock, with the exception of pack goats, which are limited to a maximum of three per person, and 9 per group. (S)
- Establish a free, self-issue permit system. (MA)

- Rehabilitate the pre-existing road leading to Upper Lake Creek Campground to a wilderness appropriate trail (e.g. Class 3). This will include, but is not be limited to: the removal of existing culverts within the roadbed, reducing foot print of existing road, retreading road to wilderness appropriate trail subsurface material, and reducing the visual impact of the road bed. (MA)
- Discourage tying of stock to trees for more than two hours. (G)

Developments and Other Human Effects or Disturbances

- Remove Upper Lake Creek Campground facilities. (MA)

Alternative C, Minimum Management

The Minimal Management Alternative represents the baseline direction for managing the wilderness. Under Alternative C, management of the wilderness would be guided by law, policy and regulations without the proactive, wilderness-specific direction for managing wilderness resources and uses proposed in Alternatives A and B.

Management Direction Common to Alternative A and Alternative B

Wilderness

- Ensure, where possible, management between the Forest Service and BLM, including regulation of visitor uses, appears seamless to the public. Where differences in agency policy occur, and if allowable by law, regulation, or policy, the WMP will endeavor to apply the stricter policy to the adjacent land of the other agency. (G)

Soil, Water, Air, Riparian Resources

- Manage dispersed campsites and recreational activities to prevent them from expanding beyond a point where impacts to riparian and aquatic resources cannot be effectively addressed. (G)
- Allow natural soil erosion to continue unless an imminent and definite hazard to life and property or a serious depreciation of important environmental qualities outside the Wilderness will result. (G)
- Evaluate potential effects of proposed pollution sources for violation of Class II Prevention of Significant Deterioration Standards. (G)
- Indirect methods (e.g. education) for reducing impacts to soil and water, such as from recreational use, are preferred over regulatory methods. However, education may be insufficient in some cases and direct methods may be needed to protect wilderness character. (MA)

Vegetation and Botanical Resources

- Ensure impacts to whitebark pine, such as those from fire suppression tactics, improper livestock grazing, recreational stock use, dispersed camping, or trail construction and maintenance are minimized when considering these activities. (G)

- Minimize impacts on habitats for rare and sensitive plant species when conducting trail maintenance and construction. (G)

Noxious and Non-native Invasive Species Management

- Place emphasis on minimizing introduction of new species and controlling small infestations that have potential to displace native species. (MA)
- Provide educational information on areas that are susceptible to weed invasion and measures to help prevent non-native, invasive plant establishment and spread. (MA)

Recreation

- Limit group size to a maximum of 12 people. (See exception for Native American tribes in the Cultural Resources and Tribal Governments section.) (S)
- Prohibit shortcutting trail switchbacks on foot or with pack and saddle stock. (S)
- Manage vehicle access points to prevent unauthorized vehicle use by posting appropriate boundary signage, and blocking or rehabilitating unauthorized routes where violations are an issue. (G)
- Do not construct new trails in the JMJP Wilderness, unless trails are determined to be the minimum necessary for administration of the area as wilderness. (S)
- The FS will remove the Narrow Canyon-Bowery Creek (#4178), Narrow Canyon (#4179), and Baker Creek (#4184.03) trails from its trail inventory and add the Middle East Pass Creek Trail to the FS Trail Inventory. BLM will add the existing trail from the Upper Lake Creek Campground to Sage Creek to its trail system. (MA)
- Require human waste to be buried 6-8" deep and covered at least 200 feet from water, and, where the terrain allows, 200 feet from campsites and trails. Alternatively, waste may be packed out. (S)
- Require pack or saddle stock to be ridden, led, or under human control. Animals are not permitted to run loose on trails or travel routes. (S)
- In camp, require stock users to pad highlines, or use tree-saver devices to minimize tree damage. (S)
- Require stock users to locate pack and saddle stock handling areas at least 200 feet from lakes, springs and streams, where terrain allows. (G)
- Place wilderness boundary signs at known access points, such as along trails, in drainages and at passes. (S)

Fire Management

- The BLM would have the full range of options to achieve resource management objectives, ranging from full suppression to monitoring of naturally-ignited wildfires. (G)
- Enhance public awareness and support through educational programs about the role of fire in the ecosystem and fire's role in maintaining wilderness character. (MA)

Commercial Services

- Approve only temporary structures and facilities for outfitter and guide operations necessary to meet the public need in a manner compatible with the Wilderness environment. (S)

Law Enforcement and Search and Rescue

- Use the flow chart in Appendix 10 [of the WMP] for approval of motorized and mechanized emergency response. (S)

Developments, and Other Human Effects or Disturbances

- An Operations and Maintenance Plan is under development for Sheep Mountain repeater site, and an MRA will be completed simultaneously. (MA)
- Small-scale surface disturbances (e.g. campsites, abandoned developments, or linear disturbances created by vehicles) may be rehabilitated with non-motorized, non-mechanized means. An MRA and NEPA analysis would be required for motorized or mechanized equipment. The NHPA process will be followed for all projects (mechanized or non-mechanized) with the potential to adversely affect heritage resources. Actions would generally be conducted in the following order, as needed:
 - a. Physical Closure
 - b. Decompaction
 - c. Scarifying/Pitting
 - d. Re-contouring
 - e. Vertical mulching or "iceberging"
 - f. Erosion control
 - g. Vegetative restoration (MA)

Wilderness Education and Interpretation

- Education and outreach is one method that may be employed or increased in response to campsite and solitude thresholds established above, but may also be employed to prevent or respond to any recreational visitor impacts. (MA)
- Incorporate wilderness education principles (e.g., wilderness character, safety, "Leave No Trace," sensitive resources, noxious weeds, or other area information) in brochures, on the BLM and FS websites, on agency maps, at visitor centers, or on other educational materials that describe the Wilderness. (MA)

Management Direction Common to Alternative A and Alternative C:

Developments and Other Human Effects or Disturbances

- BLM will retain Upper Lake Creek Campground. Maintenance of the campground will be in accordance with an MRA. If the facility is damaged, becomes unusable or a safety hazard, the facility would not be replaced. (MA)

Management Direction Common to Alternative B and Alternative C:

Wilderness

- Remove existing developments unless they are determined to be the minimum necessary for the administration of the area as wilderness, or are:
 - a. Associated with valid existing rights,
 - b. Authorized range developments, or
 - c. Of historical or cultural value (in conformance with the NHPA). (S)

Alternatives Considered but Eliminated from Detailed Analysis

Only one other alternative was considered and that was the No Action Alternative. An alternative that does not protect wilderness character as required by the Wilderness Act, and the enabling legislation, may not be fully considered.

Rationale for Dismissal: A true No Action Alternative would not comply with law or policy, because the FS and BLM are required to manage designated wilderness according to standards that were not in effect prior to the designation. Further, the enabling legislation requires the agencies develop “wilderness management plans for the wilderness areas.”

Table 1: Alternatives

Direction	Alternative A: Proposed Action	Alternative B: Natural-focus	Alternative C: Minimum Management
Wilderness			
Standard	<p>JMJP-002 - Remove existing developments unless they are determined to be the minimum necessary for the administration of the area as wilderness, or are:</p> <ul style="list-style-type: none"> a) Associated with valid existing rights, b) Authorized range developments, c) Of historical or cultural value (in conformance with the NHPA), or d) Upper Lake Creek Campground, unless it becomes unsafe or unusable (see Developments and other Human Effects or Disturbances section). 	<p>Remove existing developments unless they are determined to be the minimum necessary for the administration of the area as wilderness, or are:</p> <ul style="list-style-type: none"> a) Associated with valid existing rights, b) Authorized range developments, or c) Of historical or cultural value (in conformance with the NHPA). 	Same as Alternative B.
Guideline	<p>JMJP-006 - Ensure, where possible, management between the Forest Service and BLM, including regulation of visitor uses, appears seamless to the public. Where differences in agency policy occur, and if allowable by law, regulation, or policy, the WMP will endeavor to apply the stricter policy to the adjacent land of the other agency.</p>	Same as Alternative A.	<p>FS - No direction.</p> <p>BLM – Same as Alternative A. (Policy)</p>
Soil, Water, Air, Riparian Resources			
Guideline	<p>JMJP-008 - Manage dispersed campsites and recreational activities to prevent them from expanding beyond a point where impacts to riparian and aquatic resources cannot be effectively addressed.</p>	Same as Alternative A.	No direction.

Direction	Alternative A: Proposed Action	Alternative B: Natural-focus	Alternative C: Minimum Management
Guideline	JMJP-009 - Allow natural soil erosion to continue unless an imminent and definite hazard to life and property or a serious depreciation of important environmental qualities outside the Wilderness will result.	Same as Alternative A.	No direction.
Guideline	JMJP-010 - Evaluate potential effects of proposed pollution sources for violation of Class II Prevention of Significant Deterioration Standards.	Same as Alternative A.	No direction.
Management Action	Indirect methods (e.g. education) for reducing impacts to soil and water, such as from recreational use, are preferred over regulatory methods. However, education may be insufficient in some cases and direct methods may be needed to protect wilderness character.	Same as Alternative A.	No direction.
Vegetation and Botanical Resources			
Guideline	JMJP-011 - Ensure impacts to whitebark pine, such as those from fire suppression tactics, improper livestock grazing, recreational stock use, dispersed camping, or trail construction and maintenance are minimized when considering these activities.	Same as Alternative A.	No direction.
Guideline	JMJP-012 - Minimize impacts on habitats for rare and sensitive plant species when conducting trail maintenance and construction.	Same as Alternative A.	No direction.
Noxious and Non-Native Invasive Species Management			
Management Action	Place emphasis on minimizing introduction of new species and controlling small infestations that have potential to displace native species.	Same as Alternative A.	No direction.

Direction	Alternative A: Proposed Action	Alternative B: Natural-focus	Alternative C: Minimum Management
Management Action	Provide educational information on areas that are susceptible to weed invasion and measures to help prevent non-native, invasive plant establishment and spread.	Same as Alternative A.	No direction.
Wildlife and Fisheries Resources			
Guideline	JMJP-019 - Adopt pack goat guidelines as recommended by the North American Packgoat Association through education and information (see list below table).	Implement the following measures to minimize contact between bighorn sheep and domestic goats used for packing: (see list below table)	No direction.
Recreation			
Standard	JMJP-022 - Limit group size to a maximum of 12 people. (See exception for Native American tribes in the Cultural Resources and Tribal Governments section.)	Same as Alternative A.	No direction.
Standard	JMJP-023 - Prohibit shortcutting trail switchbacks on foot or with pack and saddle stock.	Same as Alternative A.	No direction.
Guideline	JMJP-025 - Manage vehicle access points to prevent unauthorized vehicle use by posting appropriate boundary signage, and blocking or rehabilitating unauthorized routes where violations are an issue.	Same as Alternative A.	No direction.
Management Actions	No direction.	Establish a free, self-issue permit system.	Same as Alternative A.
<u>Trails</u>			
Standard	JMJP-026 - Do not construct new trails in the JMJP Wilderness, unless trails are determined to be the minimum necessary for administration of the area as wilderness.	Same as Alternative A.	No direction.

Direction	Alternative A: Proposed Action	Alternative B: Natural-focus	Alternative C: Minimum Management
Management Actions	The FS will remove the Narrow Canyon-Bowery Creek (#4178), Narrow Canyon (#4179), and Baker Creek (#4184.03) trails from its trail inventory and add the Middle East Pass Creek Trail to the FS Trail Inventory. BLM will add the existing trail from the Upper Lake Creek Campground to Sage Creek to its trail system.	Same as Alternative A.	No direction. (No changes to the FS trail inventory.)
Management Actions	The trail leading to the Upper Lake Creek Campground will remain. Width will be allowed to naturally narrow to a pedestrian/stock width (e.g. Class 3). Culverts will not be removed unless they wash out or cannot be maintained. Replacement of culverts will not occur.	Rehabilitate the pre-existing road leading to Upper Lake Creek Campground to a wilderness appropriate trail (e.g. Class 3). This will include, but is not limited to: the removal of existing culverts within the roadbed, reducing foot print of existing road, retreading road to wilderness appropriate trail subsurface material, and reducing the visual impact of the road bed.	Maintain trail at time of designation standards (non-motorized).
<u>Camping</u>			
Standard	JMJP-030 - Require human waste to be covered 6-8" deep at least 200 feet from water, and, where the terrain allows, 200 feet from campsites and trails. Alternatively, waste may be packed out.	Same as Alternative A.	No direction.
Standard	No direction	No campfires without pan or blanket. Eliminate all campfire rings.	No direction.
<u>Recreational Horse and Stock Use</u>			
Standard	JMJP-032 - Limit the combined number of pack and saddle stock in one group to 20 head of stock.	Limit the number of pack and saddle stock in one group to 14 head of stock, with the exception of pack goats, which are limited to a maximum of three per person, and 9 per group.	No direction.

Direction	Alternative A: Proposed Action	Alternative B: Natural-focus	Alternative C: Minimum Management
Standard	JMJP-033 – Require pack or saddle stock to be ridden, led, or under human control. Animals are not permitted to run loose on trails or travel routes.	Same as Alternative A.	No direction.
Standard	JMJP-034 - In camp, require stock users to pad highlines, or use tree-saver devices to minimize tree damage.	Same as Alternative A.	No direction.
Guideline	JMJP-036 - Require stock users to locate pack and saddle stock handling areas at least 200 feet from lakes, springs, and streams, where terrain allows.	Same as Alternative A.	Challis FP: Control recreational stock use in identified problem areas.
Guideline	JMJP-037 - Require stock users traveling outside of camp to tie stock to live trees greater than 8" in diameter for only short periods of time, and require use of tree-saver devices or other techniques (e.g. wrap lead around trunk twice before tying the knot) to minimize tree damage.	Discourage tying of stock to trees for more than two hours.	No direction.
Signs			
Standard	JMJP-039 - Place wilderness boundary signs at known access points, such as along trails, in drainages and at passes.	Same as Alternative A.	No direction.
Fire Management			
Guideline	JMJP-058 - The BLM would have the full range of options to achieve resource management objectives, ranging from full suppression to monitoring of naturally-ignited wildfires.	Same as Alternative A.	BLM RMP (p. 21): Develop activity plans ... to direct fire suppression on a site-specific basis within the conditional suppression areas In the absence of an activity plan, provide initial attack and full suppression of natural and human-caused wildfires occurring within conditional suppression areas.

Direction	Alternative A: Proposed Action	Alternative B: Natural-focus	Alternative C: Minimum Management
Management Actions	Enhance public awareness and support through educational programs about the role of fire in the ecosystem and fire's role in maintaining wilderness character.	Same as Alternative A.	No direction.
Commercial Services			
Standard	JMJP-063 - Approve only temporary structures and facilities for outfitter and guide operations necessary to meet the public need in a manner compatible with the Wilderness environment.	Same as Alternative A.	FS – Same as A. BLM – no direction
Law Enforcement and Search and Rescue			
Standard	JMJP-067 - Use the flow chart in Appendix 10 [of the WMP] for approval of motorized and mechanized emergency response.	Same as Alternative A.	No direction. Approval of motorized/mechanized emergency response would not be guided by a flowchart.
Developments and Other Human Effects or Disturbances			
Management Action	An Operations and Maintenance Plan is under development for Sheep Mountain repeater site, and an MRA will be completed simultaneously.	Same as Alternative A.	No direction.
Management Action	BLM will retain Upper Lake Creek Campground. Maintenance of the campground will be in accordance with an MRA. If the facility is damaged, becomes unusable or a safety hazard, the facility would not be replaced.	Remove Upper Lake Creek campground facilities.	Same as Alternative A.

Direction	Alternative A: Proposed Action	Alternative B: Natural-focus	Alternative C: Minimum Management
Management Action	<p>Small-scale surface disturbances (e.g. campsites, abandoned developments, or linear disturbances created by vehicles) may be rehabilitated with non-motorized, non-mechanized means. An MRA and NEPA analysis would be required for motorized or mechanized equipment. The NHPA process will be followed for all projects (mechanized or non-mechanized) with the potential to adversely affect heritage resources. Actions would generally be conducted in the following order, as needed:</p> <ol style="list-style-type: none"> 1. Physical Closure 2. Decompaction 3. Scarifying/Pitting 4. Re-contouring 5. Vertical mulching or "iceberging" 6. Erosion control 7. Vegetative restoration 	Same as Alternative A.	No direction.
Wilderness Education and Interpretation			
Management Actions	<p>Education and outreach is one method that may be employed or increased in response to campsite and solitude thresholds established above, but may also be employed to prevent or respond to any recreational visitor impacts.</p>	Same as Alternative A.	No direction.

Pack goat Management in JMJP Wilderness for Alternatives A and B:

The following list of best management practices for reducing the risk of disease transmission between pack goats and bighorn sheep is taken from the North American Packgoat Association's list of measures. Measures identified on this list may be expanded or revised, based on research.

- All pack goats will be on leads or have leads attached to their collar or halter at all times.
- All pack goats will be tethered at night within 30 feet of humans.

- If bighorn sheep are observed within 100 yards of a potential camping area, pack goat users will take all reasonable measures to move their campsite to a different area. Hazing techniques may be used to deter bighorn sheep from moving closer to campsites if necessary.
- Pack goat numbers will be limited to a maximum of three (3) pack goats per person, and a maximum of nine (9) pack goats per group.
- Where bighorn sheep are using trails for travel pack goat users will move off the trail 100 yards. If that distance is not attainable, the pack goat user will travel back along the trail away from the bighorn sheep and exit the trail when the 100 yard distance can be reached. Pack goat users will stay off the trail until bighorn sheep have passed. If visibility is limited to less than 100 yards up trail, a pack goat user will go to the trail and observe for bighorn sheep before continuing with pack goats.
- When accessing browsing areas and water, a pack goat user will check for the presence of bighorn sheep before allowing access for pack goats. Whenever possible, water access will be limited to areas of unlikely bighorn sheep use.
- In event that direct contact of a pack goat and a bighorn sheep is observed, the location and as much of a description as is possible of the sheep and incident will be written, photographed if possible and reported to the appropriate agency as soon as reasonably possible.
- If any pack goat becomes lost, missing or separated from the owner and herd every effort will be exhausted to locate and recover the lost pack goat. If the owner is unable to locate and recover the lost pack goat, contact the Salmon-Challis National Forest or BLM, Challis Field Office by phone immediately. A full disclosure of all available information will be provided including: the last known location (GPS coordinates, legal description, geographic location, name or number of trail or trailhead), the circumstances that resulted in it becoming lost, a description of the pack goat, and any equipment that it was carrying.

Chapter 3 - Environmental Consequences

This section summarizes the physical, biological, social and economic environments of the affected project area and the potential changes to those environments due to implementation of the alternatives. Pursuant to direction found at 40 CFR 1500.1(b) and 1500.4, the discussion presented here are summaries of the completed analyses and form the scientific and analytical basis for the alternatives' comparison. The alternatives are displayed in Table 2-1. Unless specifically stated otherwise, the project record is incorporated by reference and contains the detailed data, methodologies, analysis, references, and other technical documentation used in the assessment.

WILDERNESS

Affected Environment

Wilderness is an area designated by Congress and defined by the Wilderness Act of 1964 as a place that (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least five thousand acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value. The WMP addresses management of the JMJP Wilderness. Wilderness characteristics are described as: untrammeled, natural, undeveloped, having outstanding opportunities for solitude or primitive and unconfined recreation, and other features of value.

Untrammeled

Portions of the JMJP Wilderness have had some degree of human manipulation of the biophysical environment. Some authorized actions which affect the untrammeled quality of the wilderness include, but are not limited to: livestock grazing, prescribed burning, mining, wildlife collaring, wildland fire and noxious weed control. Removal of invasive non-native plants is a form of trammeling, but its goal is to restore the natural ecosystem in the wilderness.

Natural

The JMJP Wilderness presents the visitor with a general appearance of naturalness. From the visitor's perspective, the overall influence of the modern world on the natural quality of wilderness is minor due to the intermittently scattered developments. This natural quality of the JMJP Wilderness is magnified by its proximity to other wilderness areas, including the White Clouds and Hemingway-Boulders Wildernesses to the west, and the Frank Church - River of No Return Wilderness to the north for a combined wilderness complex of over 2.6 million acres.

The natural quality of these wilderness areas is largely intact. The varying elevations in the area provide important habitat for a wide array of fish and wildlife species. Vegetation ranges from mountain sagebrush to whitebark pine ecosystems. Some changes to the native vegetation composition have occurred in portions of the wilderness, including the introduction of non-native species and impacts from grazing.

Although the natural quality of the JMJP Wilderness appears pristine, it has been impaired by intended or unintended consequences of human actions or activities, including but not limited to: roads, trails, re-seeded areas, invasive non-native species, livestock grazing and associated range developments, and

departures from the natural fire regime. Nine livestock allotments extend into the JMJP wilderness, covering approximately 110,829 acres or 95% of the wilderness with a permitted use of almost 10,000 livestock. More detailed current livestock use is covered under the WMP on pages 26-28.

Other resource descriptions of current conditions and analysis for the wilderness plan environmental assessment will cover this quality in more depth. Specifically, see the wildlife, vegetation, noxious weeds, and fire reports for an additional description of the current conditions for this quality.

Undeveloped

The JMJP Wilderness has permanent improvements and built structures that give the sense of human habitation. These “improvements” include range developments such as fences (approximately 19 miles), electric fence (3.4 miles), water systems including headboxes and troughs (28), pipelines (1.5 miles), 48 ponds used for watering sources, and one well.

Some historic structures from the mining era exist within the JMJP, but an extensive cultural resource survey has not been conducted to determine their number or significance. There are no ranger patrol cabins or guest chalets in the JMJP Wilderness. Other developments include: old road grades, the Sheep Mountain radio repeater, maintenance of which will be managed under Minimum Requirements Analysis (MRA) procedures, and hunting related structures such as corrals, meat poles, and campsite furniture.

Emergency administrative authorizations for motorized/mechanized use occur for fire suppression and search and rescue. Unauthorized motorized and mechanized recreational uses occur into wilderness along the motorized routes adjacent to the wilderness boundary.

Outstanding Opportunities for Solitude or Primitive and Unconfined Recreation

The JMJP Wilderness provides outstanding opportunities for solitude and primitive, unconfined recreation. In addition, there is a range of recreational experiences to be found, including short day hikes, plentiful backpacking options, multi-day pack trips or off-trail scrambles, all of which allow for exploration and discovery. Recreation-related developments such as trails, corrals, meat poles and campsite furniture are scattered across the Wilderness. Only the 14-day (BLM) and 16-day (FS) stay limits restrict visitor behavior currently.

Roads and trails that ease access to otherwise extremely difficult-to-access areas also reduce self-reliant recreation. The Herd Lake road section that leads from the Herd Lake Overlook to the Upper Lake Creek Campground (ULCC) was constructed between 1966 and 1973. The campground and its current associated facilities, plus the final section of the road accessing the campsite was constructed in 1973. The 1980 Intensive Wilderness Study and subsequent Jerry Peak Wilderness Study Area cherry-stemmed the road. Cherry-stem routes may be defined as dead-end routes where the boundary of the wilderness extends up one side of the route, around its terminus, and down the other side. In 1983, the Mt. Borah earthquake precipitated closing the road for safety purposes, and the 1999 Resource Management Plan Record of Decision closed the road beyond the Herd Lake Overlook. Three former 4-wheel drive or two track routes identified as intrusions into the WSA have since naturally revegetated. There may be historic routes from the mining era that cross the wilderness.

Approximately 80 miles of trails within the JMJP were not formally designed or constructed, but, rather, exist by virtue of visitor use, including historic backcountry horse use. Periodic trail maintenance using non-motorized or non-mechanized equipment is conducted by land managers or partners, as needed, to protect natural and cultural resources. Because of the low visitation, there are few trails-related developed structures, relying rather on the naturalness of the area to provide a primitive and unconfined recreational experience. Very infrequent emergency administrative authorizations occur

yearly for motorized or mechanized use for fire suppression and search and rescue operations. Aerial imagery shows that, over the years, unauthorized motorized and mechanized recreational uses occur into the wilderness from motorized travel routes along the wilderness boundaries.

Existing trails allow visitors to connect with adjacent wilderness and large roadless areas to provide an expansive and remote setting from which to experience a wide range of primitive recreational opportunities. These opportunities include: day hikes, multi-day backpack or pack stock trips, fishing and hunting, cross-country skiing, snowshoeing, photography, bird/wildlife-watching and experiencing the natural quiet and dark night sky, among others. The JMJP also provides a high value of unconfined wilderness recreational opportunities because there is no user permit system other than for commercial use, and there is minimal directional signage.

Traveling by horseback in these lands, now designated as the JMJP Wilderness, is a traditional use with a long history. Outfitters and guides provide services to support visitors' recreational activities, such as hunting, hiking, riding, fishing, and pack trip operations. Within JMJP Wilderness, there are currently three permitted outfitters and only one with authorized assigned sites within the Wilderness.

Visitor Use Assumptions

- Visitor use is generally low within the JMJP Wilderness. Encounters with other visitors occasionally occur on-trail. Off-trail, it is unlikely to encounter other visitors.
- Average group size: 4
- Average stock group size: 6
- Seasonality: 60% in the fall, 35% of use in the spring and summer, 5% winter.
- Groups with stock:
- Trip length: 3-5 days on average

Additional information regarding visitor use may be found in the wilderness specialists' report.

Other Features of Value

Herd Lake is an excellent example of a relatively uncommon barrier lake. Barrier lakes form when a river is naturally dammed by mass wasting such as landslides, debris flows, avalanches, and lava flows. Herd Lake formed very recently in geologic time, about 2,500 years ago, by one or more landslides or rock slides in which volcanic talus was deposited across the narrow Lake Creek drainage. The talus contains sufficient fine material, deposited by landslide action and by Lake Creek moving through the talus, to restrict the flow of Lake Creek such that Herd Lake formed. Lake Creek now flows from the lake at an elevation of approximately 7,176 feet, compared to a pre-landslide elevation of approximately 7,070 feet. Even more uncommon, the landslide-dammed lake has very high productivity and sedimentation rates compared to other lakes in the Salmon River basin, such that there is a seasonal sediment record (varves) for nearly the entire history of the lake (Kile et al. 2016).

Required Monitoring

Wilderness Monitoring

Information generated in monitoring wilderness conditions indicates: the current state of wilderness character; how wilderness character is changing over time; how stewardship actions are affecting wilderness character; and what stewardship priorities and decisions would best preserve and sustain wilderness character. The agencies will follow the wilderness character monitoring framework identified in *Keeping It Wild 2: An Updated Interagency Strategy to Monitor Trends in Wilderness Character Across the National Wilderness Preservation System* (Landres et al. 2015; or most current).

The JMJP Wilderness is currently one of 36 wilderness areas co-managed by more than one agency. The FS manages the majority of the JMJP Wilderness, and, therefore, the protocols in the FS Wilderness Character Monitoring Technical Guide will be applied across the JMJP Wilderness. The FS will take the lead in reporting wilderness character trends and data.

Solitude monitoring began in 2017 and will continue through 2021 to establish the baseline value for the following indicator. Five years from establishing baseline, the following thresholds will be reviewed and if changes are considered appropriate, a Plan amendment with public involvement will be necessary.

If recreation site and travel encounters increase by 10% or more, the agencies will assess impacts and make a determination if management actions are needed to maintain wilderness character.

Recreation Monitoring

Monitoring for the user-developed routes indicator occurred in 2017 and will continue through 2020 to establish baseline data.

If total miles of user-developed routes increases by 3% or more, agencies will assess impacts and make determinations if management actions are needed to maintain wilderness character.

Monitoring for new social trails would specifically occur in high use areas, such as near trailheads, campsites and at popular destinations.

Monitoring for user-created installations or structures associated with campsites would occur during routine wilderness patrols and would be removed or deconstructed when found unless allowed under special use permit.

The FS campsite monitoring protocols (2016 or current) would be applied across the JMJP Wilderness to determine campsite conditions. Monitoring occurred in 2017 and will continue through 2020 to assess campsite conditions and any associated human-caused impacts to establish baseline data.

Alternative A – Proposed Action

Much of the direction is the same between Alternatives A and B. The following are the key differences under Alternative A:

- Pack goat – Adopt pack goat guidelines as recommended by the North American Packgoat Association through education and information.
- Stock group size limit – Limit the combined number of pack and saddle stock in one group to 20 head of stock.
- Permit system – No registration/permit system established.
- Upper Lake Creek Campground – BLM will retain Upper Lake Creek Campground. Maintenance of the campground will be in accordance with an MRA. If the facility is damaged, becomes unusable or a safety hazard, the facility would not be replaced.
- Upper Lake Creek Campground Trail - The trail leading to the Upper Lake Creek Campground will remain. Width will be allowed to naturally narrow to a pedestrian/stock width (e.g. Class 3). Culverts will not be removed unless they wash out or cannot be maintained. Replacement of culverts will not occur.

Direct and Indirect Effects - Alternative A

Each aspect of the proposed wilderness plan direction was considered for each indicator. For those resources or topics with no effects, they are not listed in this EA. Additional detail may be found in the project record.

Resource Indicator and Measure 1: Untrammeled

Soil, Water, Air, Riparian Resources

The proposed direction to allow natural soil erosion (JMJP-009) would minimize adverse impacts on the untrammeled quality by minimizing agency actions to alter naturally occurring soil erosion, while allowing for protection of life and property outside the wilderness.

Vegetation and Botanical Resources

By implementing the direction for the protection of whitebark pine (JMJP-011) and trail work in rare and sensitive species habitat (JMJP-012), there is a lower risk of impacts to the untrammeled quality. Efforts to minimize impacts to whitebark pine may result in fewer trammeling actions, or may result in a smaller magnitude of the trammeling action (e.g. controlling only a portion of a fire).

Noxious and Non-Native Invasive Species Management

While noxious and invasive weed control activities are trammeling actions, this plan does not analyze weed control activities, as those are addressed under agency-specific invasive species analyses: SCNF Invasive Plant Treatment Record of Decision (2016), BLM Challis-Salmon Integrated Weed Control Program EA (March, 2009; or most current).

Two management actions are proposed under Alternative A: placing emphasis on minimizing introduction and controlling small infestations, and providing education on areas that are susceptible to weed invasion, and measures to help prevent establishment and spread. Both of these actions have the potential to reduce impacts to the untrammeled quality of wilderness character. Both management actions would reduce the need for actions to manipulate “the earth and its community of life” by reducing the need for weed treatments through efforts to reduce the introduction and spread of invasive species.

Fire Management

This alternative would result in benefits to the untrammeled quality, as naturally-occurring fire would be allowed to play its natural role in the ecosystem on the BLM-managed portions of the wilderness.

There would be little difference between this alternative and the minimum management alternative for the FS-managed portion of the Wilderness, since the current LRMP direction allows for appropriate response to wildfire.

Resource Indicator and Measure 2: Natural

Soil, Water, Air, and Riparian Resources

The natural quality will benefit from the direction proposed in this alternative for Soil, Water, Air, and Riparian Resources by further protecting these natural components of the wilderness. While the effects are difficult to measure, qualitatively the additional guidance related to these natural resources would provide for more protection of these natural components of wilderness.

Vegetation and Botanical Resources

The proposed guidelines for minimizing impacts to whitebark pine (JMJP-011) and trail work in rare and sensitive species habitat (JMJP-012) would benefit the natural quality of wilderness character. As a candidate species for listing under the ESA, there is sufficient information to illustrate threats to the ecological status of whitebark pine. Several activities have the potential to impact or are currently impacting whitebark pine stands. This guideline would help protect these natural features (i.e. stands of whitebark pine) within the JMJP Wilderness by ensuring this resource is considered when approving the activities with potential to impact the stands.

The guideline regarding trail constructions and maintenance (JMJP-012) would aid to ensure impacts to habitat for rare or sensitive plant species are avoided or minimized during trail maintenance or construction. Protection of native plant species, particularly those for which population viability is of concern, would benefit the natural quality.

Noxious and Non-Native Invasive Species Management

Presence of noxious and non-native, invasive species degrades the natural quality of wilderness character. The Proposed Action incorporates guidelines to minimize or prevent the introduction and spread of noxious weeds and invasive species in wilderness areas. The management actions proposed would benefit the natural quality by reducing the spread of invasive species through education that encourages weed prevention practices and identification of new infestations, and emphasizing treatment of small infestations before they become established. *Also see Noxious and Non-Native Invasive Species environmental consequences section.*

Wildlife and Fisheries Resources

The proposed action (Alternative A) includes educating pack goat users on measures for reducing the risk of contact, as developed by the North American Packgoat Association (NAPGA, 2017;). As pack goat users voluntarily adopt these measures, there would be benefits to the natural quality as risk of disease transmission to bighorn sheep is reduced. *See also the Wildlife environmental consequences section.*

Recreation

Minor beneficial effects could occur to natural resources (streamside habitat, lake shores, vegetation, wildlife, soils, water quality) with restriction on recreation. Benefits include having limits on group sizes and stock numbers to minimize future impact on the land, prohibiting shortcutting of switchbacks that would reduce soil erosion, and taking proper measures to ensure proper food storage so that animals are not habituated to human food.

Monz et al. (2000) review various studies on group size and resource impact, and suggest “In relatively undisturbed places, intense, concentrated use by a large group can cause substantial impact, while a small group exhibiting the same behavior over a similar square area might cause little significant impact to the soil and plant communities.” Large groups can mitigate the effects of their size on soils and vegetation by breaking into small groups when traveling and camping (Monz et al. 2000). The JMJP Wilderness is largely undisturbed with campsites clustered along trails, as would be expected. The terrain and available space for campsites limits the size of groups that may be accommodated in some campsites. Many trails occur in drainages where broad, flat locations for campsites that would accommodate large groups are rare.

Encouraging proper food storage helps protect wildlife from habituation to humans, their food and areas of human activity.

Trails

Administrative changes to the trail inventory to align the inventory with on the ground conditions would not affect the natural quality of the wilderness.

The proposed action also limits new trail construction to instances where truly necessary to protect wilderness values and resources. If new trail construction were to occur, site-specific MRA and NEPA analysis would be necessary. In general, however, trail systems concentrate use, limiting the extent of potential impacts to vegetation and soils. Properly constructed and maintained trails limit erosion and trampling of vegetation, thereby minimizing the impacts from social trails, or trail braiding on soils and plant communities.

Camping

The natural quality would benefit under this Alternative. Waste mitigation has a positive impact on water quality, as well as wildlife encounters. Concentrating campsites on durable surfaces would minimize occurrences of compaction and impacted to vegetation.

Recreational Horse and Stock Use

The natural quality would benefit under this Alternative. Directions for managing stock use (JMJP-033 through 037) described under Alternative A are considered the minimum necessary for the protection of natural resources. Efforts to incorporate low impact stock techniques, such as padding trees, containment away from water sources, and having a maximum number of stock per group, will lessen the impact on the surrounding ecosystem and preserve natural conditions.

Monz et al. (2000) summarized visitor use impacts as related to group size and stated, "Numerous studies have also found that horses have more potential than hikers to cause both accelerated erosion (DeLuca et al. 1998) and vegetation damage (Cole and Spildie 1998). This suggests that size limits are particularly important for groups with horses and mules, particularly in less-disturbed portions of wilderness."

The various other standards and guidelines would all benefit the natural components, including water quality, soils and vegetation. One study on restoring impacts from stock use emphasizes the need for preventing problems in the first place, rather than attempting to correct them after they occur (Spildie et al. 2000); the study proposed rethinking restrictive actions to prevent impacts, rather than reacting after an area is impacted.

Fire Management

Lightning-ignited wildfire is a natural disturbance process that has shaped the vegetation across the landscape for centuries. Much of what scientists understand about fire ecology (the study of fire effects, natural vegetation dynamics, and succession) comes from observations of natural fires in several wilderness areas that have been allowed to burn under a wide range of physical and biological conditions since the 1970s (Miller, 2014). Lightning-ignited, or naturally-occurring fire, when allowed to play its natural role in wilderness, would protect and benefit the fire-dependent ecosystem.

In some settings across the West, weed infestation after fire can be particularly detrimental to the naturalness of the Wilderness. However, given the predominately weed-free setting of the JMJP Wilderness, this risk is very low.

Law Enforcement and Search and Rescue

The 'approval' flowchart (JMJP-067) gives managers an opportunity to make decisive and reasoned decisions that take both visitor safety and wilderness character into consideration. In essence, the

flowchart provides an easy visual process for approving motorized or mechanized equipment or vehicles that complies with policy. The direction presented in the flowchart is policy.

The flowchart focuses on streamlining the decision-making process to ensure the undeveloped quality is preserved to the extent possible during emergencies (see the undeveloped section for more discussion). Preserving the undeveloped quality would also benefit the natural quality. For example, a helicopter landing may be authorized for an operation, and with it, authorization for cutting a helispot, which would impair the natural quality.

The natural quality would also benefit with use of the flowchart by establishing a defined path during large scale operations within the wilderness that, in turn, positively impact the surrounding wilderness ecosystem by using only what measures are necessary. There are possibilities during life-saving operations that the responder's primary focus is on preservation of life, this forces the manager to consider wilderness qualities along with life-saving measures providing opportunities to not use heavy handed tactics unless it is truly warranted. Large scale SAR operations, however, are not a frequent occurrence. The wilderness experiences a low visitation rate and, thus, may have a corresponding low call volume, decreasing the chances of such impacts occurring. The flowchart incorporates basic wilderness law and policy and lays out the decision making process to allow for rapid response during times when life-saving measures are critical.

Developments and Other Human Effects or Disturbances

Rehabilitation of small-scale surface disturbances would benefit the natural quality by minimizing the appearance of human-caused disturbances, such as abandoned developments or old vehicle routes.

While there is a risk for weed invasion with any ground-disturbing activities, the plan includes direction for minimizing this risk: For any ground disturbing activities, develop measures to mitigate the potential for the spread or introduction of invasive species.

Wilderness Education and Interpretation

The Wilderness Act identifies education as a public purpose of wilderness. However, this does not require agencies to provide interpretive and educational information within wilderness areas or to advertise all recreational opportunities available if such advertising could impair preservation of wilderness character.

Interpretation can best be defined as "An educational activity which aims to reveal meanings and relationships through the use of original objects, by firsthand experience, and by illustrative media, rather than simply to communicate factual information" (Tilden 2008). Wilderness education is one of the most important tools for ensuring the protection of wilderness resources and character.

The USFS and BLM will use education and interpretation as a visitor use management tool in order to:

- preserve the wilderness experience and enhance enjoyment of the wilderness resource
- protect the wilderness resource and characteristics, including natural processes
- improve understanding of wilderness, including appropriate legal uses
- manage visitor activities that may impact wilderness character
- inform visitors of the inherent risks in a wilderness experience
- encourage a connection to and appreciation of wilderness

Resource Indicator and Measure 3: Undeveloped

Wilderness

Specific direction presented in the plan for removal of structures within wilderness (JMJP-002) is tied to law: Wilderness Act, Congressional Grazing Guidelines and Section 106 of the National Historic Preservation Act. The exception is the Upper Lake Creek Campground - see discussion under opportunities for primitive and unconfined recreation.

Recreation

Signs

Signing the wilderness boundary (JMJP-039) may better preserve the undeveloped quality by reducing unintentional violations of motorized vehicles into the wilderness. The signs themselves would not impact the undeveloped quality as they would be just exterior to the wilderness.

Fire Management

The undeveloped quality would be better preserved under this alternative, since naturally-ignited fire would be allowed to play its natural role, thus reducing the need for motorized equipment or vehicle use, which impairs this quality.

Should fire suppression activities be necessary, such as for human safety, or protection of private property outside the wilderness, MIST and follow-up rehabilitation of impacts would be required, thereby minimizing impacts on-the-ground.

Law Enforcement and Search and Rescue

The undeveloped quality would benefit from implementation of the 'approval' flowchart (JMJP-067). During operations within wilderness, motorized and mechanized transport such as helicopters, ATV's, motorcycles, aerial delivery, wheeled litters, motorcycles, etc. would degrade this quality; however, the flowchart would assist the decision-maker in promptly determining the necessity of such tactics and allowing responders quick decisions on means of access. The flowchart would mitigate as much mechanized and motorized usage as possible and provides a mechanism to comply with policy and remove subjectivity from the decision-making process.

Developments and Other Human Effects or Disturbances

Several structures, both recreational and non-recreational (e.g. Sheep Mountain repeater), were present in the wilderness at the time of designation. Allowing these structures to remain would not further degrade the undeveloped quality, but it would not improve it either. Rehabilitation of small-scale, surface disturbances, such as old vehicle routes or abandoned installations, would improve the undeveloped quality.

Maintenance of the Sheep Mountain Repeater would be further analyzed through an MRA and NEPA analysis, as appropriate. The existence of these facilities, however, would not additionally degrade the undeveloped quality beyond that which existed at the time of the designation of the wilderness.

See discussion of the Upper Lake Creek campground under the Opportunities for Primitive and Unconfined Recreation indicator.

Under the proposed action, other existing small scale disturbances, such as illegal ATV use or campsites in locations that are impacting resources, will be rehabilitated using MRA protocols. These unauthorized scars on the land reduce the undeveloped nature of the wilderness, but restoration efforts will improve the undeveloped wilderness character.

Resource Indicator and Measure 4: Opportunities for Primitive and Unconfined Recreation

Wilderness

See Upper Lake Creek Campground section, which is the only portion of the structures direction (JMJP-002) that is established by law.

The direction for applying, where possible, seamless regulations across the interagency wilderness (JMJP-006) may indirectly improve opportunities for primitive and unconfined recreation because there would be one set of regulations across the wilderness, rather than varying direction by agency-specific portion of the wilderness.

Soil, Water, Air, Riparian Resources

In general, the direction proposed under this alternative for Soil, Water, Air, and Riparian Resources would not affect opportunities for primitive and unconfined recreation. The management action encouraging the use of indirect methods, such as education, could preserve this quality by implementing educational efforts before regulatory restrictions. The need for additional restrictions would impair the opportunities for unconfined recreation.

Wildlife and Fisheries Resources

The proposed standard for educating pack goat users on measures to minimize the risk of disease transmission (JMJP-019) would not affect opportunities for primitive and unconfined recreation. However, opportunities for primitive and unconfined recreation would be better preserved under this alternative when compared with Alternative B, which proposes restrictions on visitor use.

Recreation

Opportunity for a primitive and unconfined type of recreation will be adversely affected by managerial controls placed on visitors to the wilderness. Some of these will include the limits to visitor and stock group sizes, not being able to cut switchbacks, and food storage recommendations.

The proposed action under Alternative A includes group size limits for both people (12 person maximum; JMJP-022) and recreational stock (20 head maximum; JMJP-032). Based on the assumptions established for visitor use (*see Visitor Use Assumptions in the Wilderness Affected Environment above*), these group size numbers are well within what is generally encountered and anticipated within the JMJP Wilderness, thereby accommodating the vast majority of use. In general, group sizes within the JMJP Wilderness are estimated to be about 4 people and 6 head of stock.

The impact from these group size limits on outfitter and guiding operations within the wilderness are considered to be extremely low. The data reported by the one outfitter with assigned camps, Ken Smith Hunting, did not exceed the proposed limitations over eleven years of use in the JMJP. Data from other outfitters in the area (see Table 2: Outfitter Data) is also within the proposed limits.

Overall, eight new regulations on recreational visitation would be implemented under Alternative A. Several of these regulations are very low impact upon visitors, as they are commonly accepted and practiced by recreationists (e.g. prohibiting shortcutting trail switchbacks; requiring human waste to be buried, and requiring pack and saddle stock to be under control). Standards and guidelines proposed are:

- Limit group size to a maximum of 12 people. (See exception for Native American tribes in the Cultural Resources and Tribal Governments section.) (JMJP-022; S)
- Limit the combined number of pack and saddle stock in one group to 20 head of stock. (JMJP-032; S)

- Prohibit shortcutting trail switchbacks on foot or with pack and saddle stock. (JMJP-023; S)
- Require human waste to be buried 6-8" deep and covered at least 200 feet from water, and, where the terrain allows, 200 feet from campsites and trails. Alternatively, waste may be packed out. (JMJP-030; S)
- Require pack or saddle stock to be ridden, led, or under human control. Animals are not permitted to run loose on trails or travel routes. (JMJP-033; S)
- In camp, require stock users to pad highlines, or use tree-saver devices to minimize tree damage. (JMJP-034; S)
- Require stock users to locate pack and saddle stock handling areas at least 200 feet from lakes, springs and streams, where terrain allows. (JMJP-036; G)

Trails

In general, a trail system decreases the level of self-reliance and primitive skills required by a visitor by creating a defined and established route through the wilderness that otherwise would not occur naturally. Opportunities for primitive and unconfined recreation, however, would not be further impacted over current conditions, as no new trails are currently proposed.

The changes to the trail inventory that are proposed would be administrative changes to the trail inventory, to bring existing trails into the inventory or remove trails that do not exist on the ground. The one exception to this is the Baker Creek trail, which is present on the ground. The proposal for this trail would remove it from the inventory but would not rehabilitate the trail (i.e. it would remain on the ground but would not receive maintenance and would not be shown on maps). In short, these trail changes are administrative and would have no effects on the ground other than ensuring future maintenance of trails in the trail inventory.

Camping

The requirement to bury human waste (JMJP-030) under this alternative is a generally accepted regulation. While it is a management restriction on visitor behavior, it is a common recreation practice and of little impact on the visitor.

Recreational Horse and Stock Use

This alternative acknowledges the historic role of horses in wilderness exploration, and the associated value of preserving traditional pack and saddle stock skills in light of the overall decline of these skills (Watson et al. 1993).

One of the goals of wilderness recreation management is to avoid ecological impacts and provide opportunities for high-quality wilderness experiences. Another goal-which often conflicts with the former-is to provide access for these experiences and to avoid restriction and regulation, which can make experiences seem "confined." Conflict between these two goals usually results in some compromise of both (Spildie, et al. 2000). These proposed standards and guidelines are considered the minimum necessary stock handling techniques for preservation of the natural environment. Continued stock use preserves the primitive quality of wilderness character. Horseback riding or using pack animals preserves this traditional use, which allows users to travel with heavy loads to remote places, with an emphasis on self-reliance.

Under this alternative, impacts to opportunities for a primitive and unconfined type of recreation would be mostly neutral or positive. Based on our understanding and assumptions for visitor use within the JMJP Wilderness, the proposed group size limit (20 head of stock per group) considerably exceeds the typical group size (about 6 head of stock per group). Few groups would be impacted by this limit. The

group size limit is practical because there are limited campsites that could accommodate larger groups. Many areas are limited due to the terrain.

It is generally estimated that it takes at least 1.5 head of stock (e.g. horses, mules) to accommodate one person. A group of 12 people, the maximum under this alternative, would need at least 18 head of stock and this alternative would allow for those additional 2 head of stock to fully support this upper limit of people. Outfitter and guides may occasionally support groups of people at the upper end of the group size limit and would need this number of stock to support their operations.

Managerial controls on visitor behavior regarding stock use would benefit not only the protection of the natural environment but also the stock and stock users themselves. For example, ensuring stock handling areas are at least 200 feet from water sources, such as lakes and streams, not only helps protect sensitive riparian areas but also may reduce conflict with other groups.

Conversely, opportunities for primitive and unconfined recreation may also be negatively impacted by these restrictions on recreational stock use, including the group size limit and measures for protection of the natural environment. Groups exceeding the group size limit of 20 head of stock would either be required to recreate elsewhere or would have to split into smaller groups to visit the JMJP Wilderness. The required techniques for minimizing environmental damage (padding highlines, setting back from water sources, etc.) are also regulations that would impact a recreational stock user's opportunity for unconfined recreation, however slightly. By preventing resource damage before it occurs, these regulations may be preventing more restrictive regulation in the future.

Signs

This direction would not affect opportunities for primitive and unconfined recreation as there are no management restrictions on visitor behavior proposed, nor facilities that reduce self-reliant recreation.

Commercial Services

Section 4(c) of the Wilderness Act, prohibits structures and installations in wilderness. The direction specific to structures (JMJP-063) would apply to the FS portion of the wilderness regardless of the wilderness plan, as it is established in policy. In the JMJP Wilderness, outfitting and guiding is most commonly related to hunting activities. Currently, the only assigned outfitter and guide camps are within the FS portion of the wilderness. The proposed action would require permanent structures associated with commercial services to be removed.

Temporary structures and facilities for outfitters may be approved, so long as they do not remain on the landscape for more than one season. Reducing the number of commercial outfitter installations and structures would improve the opportunities for primitive and unconfined recreation by decreasing facilities that reduce self-reliant recreation. For example, the use of temporary blinds and other structures by outfitters would reduce the hunters' development of and reliance on primitive hunting skills. This direction would continue to allow for realization of recreational experiences through guided activities, while minimizing the impacts from structures or installation on wilderness character.

Developments and Other Human Effects or Disturbances

The Sheep Mountain repeater and rehabilitation of small-scale surface disturbances would not affect opportunities for primitive and unconfined recreation.

The Upper Lake Creek Campground includes three campsites (picnic table, metal fire ring) and a vault toilet. Inherently, the presence of the campground facilities reduce the need for self-reliance, a component of primitive and unconfined recreation. These recreational facilities existed at the time of designation. Opportunities for primitive and unconfined recreation would not be further degraded from

allowing these structures to remain, as they were present when the wilderness was established. If the campground facility became unusable or a safety hazard, the decision to maintain or replace the facilities would be evaluated at that time.

During the scoping process for this plan, it was suggested to retain the campground facilities to allow for certain user groups, such as visitors with disabilities, the opportunity to recreate in a wilderness setting. As noted, these facilities would not further degrade wilderness character from that which was present at the time of designation. Visitors with disabilities may be able to use the campground with the use of wheelchairs or other mobility devices, which may be packed in on stock. This would allow for a unique wilderness experience for this user group or any other visitors to the JMJP Wilderness.

For this campground to be fully accessible under ADA requirements improvements to the facilities would be necessary. A full evaluation for what upgrades would be necessary has not occurred, but it is likely the site would require new picnic tables, improvement to the trail leading to the restroom, and, possibly, other ground surface improvements. These upgrades would degrade the opportunities for primitive recreation.

Resource Indicator and Measure 5: Opportunities for Solitude

Recreation

Opportunities for solitude would be positively impacted under this alternative. Opportunities for solitude may be benefited by limiting group sizes for stock and people. Generally, visitors feel that encountering very large groups (e.g. over 20 people) negatively affects the feeling of wilderness; however, it is uncertain if seeing people in one large group has a more negative experience than seeing the same number of people in several small parties (Monz, et al., 2000).

Trails

Trails concentrate use, increasing visitor encounters, which impair feelings of solitude. However, since there are no new trails proposed encounter rates would not change over the present level. Therefore, there would be no changes to the opportunities for solitude due to trails management under this alternative.

Recreational Horse and Stock Use

While in the minority, there are some hikers who dislike encountering horses (Watson et al. 1993). For some hikers, their enjoyment of a wilderness visit may be impacted simply by encountering evidence of horse use (e.g. horse manure). In one study, however, about 70% of hikers enjoyed or didn't mind meeting horses in the wilderness (Watson et al. 1993). Therefore, depending on the user, there may continue to be impacts to solitude from encountering up to 20 head of stock in a group in the wilderness. The benefits to these user groups may be marginal under this alternative given that larger groups (e.g. 30 or more head of stock) are an unlikely occurrence in this wilderness.

For visitors without negative perceptions of horse and stock use, this alternative would have no effect on opportunities for solitude.

Signs

Generally, boundary signage is in the form of small, brown fiberglass markers or small metal signs, which blend with the environment. This minimizes the impact on visitors of these sights of human-presence or disturbance on the landscape. The impact to opportunities for solitude from the boundary markers is insignificant. As the visitors leave the wilderness boundary behind, they distance themselves from not only these boundary signs but also more significant human development (cars, roads, buildings, etc.) as they travel further into the wilderness.

Commercial Services

Remoteness from sights and sounds of human activity inside the Wilderness is a component of opportunities for solitude. It is affected by encountering structures or impacts from other visitors within wilderness, which may include campsite structures, such as tables, chairs or corrals. Standards specific to structures for commercial services (JMJP-063) would apply on the FS portion of the wilderness regardless of the wilderness plan, as it is established in policy (2323.13g). This direction would minimize any future structures related to outfitter and guide operations on the BLM-portion of the Wilderness as well.

Fire Management

By allowing naturally ignited fire to play its role in the wilderness, whenever possible, this alternative would protect opportunities for solitude by reducing the likelihood of impacts to solitude that would be caused by aircraft, or fire personnel on-the-ground for fire suppression activities.

Law Enforcement and Search and Rescue

Opportunities for primitive and unconfined recreation can be positively affected by missions within wilderness. Similar to undeveloped and natural qualities this flow chart provides a clear path to more appropriate search and rescue or law enforcement actions within the Wilderness. Certainly the presence of more operations personnel will prove to degrade the quality of solitude; however, this same quality may be better protected with the flowchart eliminating large components of missions that were deemed unnecessary or inappropriate.

Developments and Other Human Effects or Disturbances

The existence of the repeater structure and site may hinder the feeling of solitude and an unconfined recreational experience and will degrade the visual resource of the area that is within view of the repeater. Maintenance activities of the Sheep Mountain repeater may slightly increase the likelihood of encounters; however, most annual maintenance in the past has been on one weekday, with 1-2 people. The operations and maintenance plan will examine maintenance needs in more detail, including NEPA analysis for any prohibited uses.

The presence of Upper Lake Creek Campground, as addressed in JMJP-002 and management actions in the Developments..., section of this analysis, may serve to concentrate overnight camping use, thus detracting from feelings for solitude. However, it is a very small campground with only three sites and receives low visitation. The sight of the campground detracts from the feelings of remoteness from human activity and occupation. As noted, this would not further degrade the opportunities for solitude over that which existed at the time of designation.

Rehabilitating small-scale surface disturbances, would improve the opportunities for solitude, by removing those sights of human occupation, or disturbance from the Wilderness. Conversely, during activities by staff or volunteers to rehabilitate disturbances, there may be increased encounters with the public. Potential encounters may be mitigated by undertaking rehabilitation activities during the week, when visits tend to be lower. These impacts would likely be of short-term duration, occur only during the rehabilitation work, and concentrate at the location of the rehabilitation project.

Wilderness Education and Interpretation

This direction would not affect opportunities for solitude, as it would not result in increases or decreases of visitors, or sights and sounds of human activity within the wilderness.

Resource Indicator and Measure 6: Other Features of Value

Under Alternative A, the trail leading to the Upper Lake Creek Campground would remain. Width would be allowed to naturally narrow to a pedestrian/stock width (e.g. Class 3). Culverts would not be removed unless they become obsolete (e.g. wash out or cannot be maintained). Replacement of culverts would not occur. This poses no effect to this value.

Resource Indicator and Measure 7: Recreation -Trails

The primary purpose of the proposed action regarding trails is to bring the trail inventory into conformance with the on-the-ground reality within the wilderness. Trail inventory efforts over the 2015-2017 summer seasons illustrate that several trails recorded in the trail inventory are no longer present. There are no obvious trail corridors or paths. Conversely, there are several trails that are present and were established at the time of designation that were not recorded in the trail inventory.

The federal agencies are mandated to preserve wilderness character in Section 2(a) of the Wilderness Act. Every wilderness is unique in terms of the resources and has conditions that prevail at the time of designation. The combination of the qualities of wilderness character that exist at the time of designation are also unique to each wilderness; however it is this benchmark – the status at the time of designation – against which the mandate to preserve wilderness character is typically measured. Updating the trail inventory to be consistent with the on-the-ground conditions that were present at the time of designation is a component of ensuring preservation moving forward.

The changes to the trail inventory are largely an administrative action only. There would be no closures to people or stock users navigating cross-country in areas where the trails were once recorded as occurring. The primary change that would occur on-the-ground for trails brought into the inventory is that they would receive maintenance, as practicable, moving forward.

Revisions to the trail inventory would allow for increased accuracy of trail maps within the wilderness. This would enhance the visitor experience by presenting the network of trails as they exist on the ground. Improved accuracy of maps would also improve route navigation and trip planning for visitors. Further, by removing trails that do not exist from maps, the safety of visitors would also be improved. The current trail system allows for access across the wilderness while continuing to provide extensive off-trail opportunities.

Under the proposed action, updates to the inventory would bring 10 miles of trail into the inventory. These miles of trail would then receive maintenance: 3.6 miles on the NFS lands and 6.4 miles on BLM-managed lands. At this time it is unknown exactly how many miles of trail would be removed from the inventory.

Conversely, the 1-mile Baker Creek trail, which is currently in the FS trail inventory and was present at the time of designation, is a spur trail that dead-ends at private property. This trail does not enhance the network of trails available to the visitor. The proposed action is to remove this trail from the inventory, but no actions to decommission the trail would occur. Visitors to wilderness may continue to use the trail, but it would not receive maintenance by the agency in the future.

Cumulative Effects – Alternative A**Past, Present, and Reasonably Foreseeable Activities Relevant to Cumulative Effects Analysis**

Cumulative effects are “the incremental impacts of the proposed action and alternatives when added to effects of other actions both on National Forest System or BLM-managed lands and other adjacent

federal, state, or private lands” (40 Code of Federal Regulations [CFR] 1508.7). The Council on Environmental Quality (CEQ) regulations do not require the consideration of the individual effects of all past actions to determine the present effects of past actions. In regard to past actions, the agency must determine what information regarding past actions is useful and relevant to the required analysis of cumulative effects during the scoping process and the preparation of the analysis. Dependent upon the proposed action, the accounting for past actions and specific information about the direct and indirect effects of their design and implementation could, in some contexts, be useful to predict the cumulative effects of the proposal. The CEQ regulations, however, do not require agencies to comprehensively list and analyze all individual past actions. Just because information about past actions may be available or obtained with reasonable effort does not mean that it is relevant and necessary to inform decision making (40 CFR 1508.7).

Resource Indicator and Measure 1: Untrammeled

The primary activities that have impacted the untrammeled quality within the wilderness cumulative effects area include: trail and road construction, livestock grazing installations, weed treatments, water diversion and fire suppression. The proposed action, combined with past present and reasonably foreseeable actions would not cumulatively effect the untrammeled quality except by potentially improving it.

Resource Indicator and Measure 2: Natural

The primary activities that have impacted the natural quality within the wilderness cumulative effects area include: varying degrees of degraded vegetation and wildlife composition due to invasive species establishment, fire suppression, recreation, fish stocking, and livestock grazing. Conversely, treatments to remove invasive species have improved the naturalness of the area. Alternatives A is anticipated to slightly improve naturalness, thereby contributing positively toward cumulative effects.

Resource Indicator and Measure 3: Undeveloped

The primary activities that have impacted the undeveloped quality within the wilderness cumulative effects area include: construction and maintenance of range developments, the water diversion, Sheep Mountain repeater and various user-created or constructed routes. The proposed action would not contribute to cumulative impacts to the undeveloped quality.

Resource Indicator and Measure 4: Opportunities for Primitive and Unconfined Recreation

The primary activities that have affected opportunities for primitive and unconfined recreation within the wilderness cumulative effects area include: recreation (including the Upper Lake Creek Campground), outfitter and guide activities, and trail construction. The proposed action would result in cumulative minor adverse impacts.

Resource Indicator and Measure 5: Opportunities for Solitude

The primary activities that have affected opportunities for solitude within the wilderness cumulative effects area include: recreational visitation; federal projects with personnel on the ground, such as trail maintenance, monitoring, invasive species treatments; and livestock management. The proposed action would benefit opportunities for solitude by reducing encounters with large groups and other sights of human presence. The proposed action would result in cumulative minor beneficial impacts.

Resource Indicator and Measure 6: Other Features of Value

The primary activities that have affected other features of value within the wilderness cumulative effects area include: construction of the road leading to the Upper Lake Creek Campground. The proposed action would not contribute to cumulative effects to other features of value.

Resource Indicator and Measure 7: Trails

The primary activities that have affected other features of value within the wilderness cumulative effects area include: trail construction and maintenance, road construction and maintenance, and travel management planning. The proposed action is not expected to have cumulative effects on recreation because the changes are largely administrative with little to no on-the-ground changes to recreational opportunities compared with baseline conditions.

Alternative B – Natural-Emphasis

Much of the direction is the same between Alternatives A and B. The following are the key differences under Alternative B:

- Pack goat – measures are required, and will be enforced.
- Stock group size limit – maximum of 14 animals, with the exception of pack goats, which are limited to 3 per person and 9 per group.
- Permit system – establish a free, self-issue permit system.
- Campfires – no campfires without fire pan or fire blanket.
- Upper Lake Creek Campground – Close campground and remove campground facilities.
- Upper Lake Creek Campground Trail - Rehabilitate the pre-existing road leading to Upper Lake Creek Campground to a wilderness appropriate trail (e.g. Class 3). This will include, but is not limited to: the removal of existing culverts within the roadbed, reducing foot print of existing road, retreading road to wilderness appropriate trail subsurface material, and reducing the visual impact of the road bed.

Required Monitoring

Required monitoring is the same as described under Alternative A.

Direct and Indirect Effects - Alternative B*Resource Indicator and Measure 1: Untrammeled**Wilderness*

Direction and effects specific to structures (JMJP-002) are the same as described under Alternative C. Direction and effects specific to seamless regulations across the interagency wilderness (JMJP-006) are the same as described under Alternative A.

*Recreation**Trails*

The difference between Alternative B and the proposed Alternative (A) is to allow the trail to the Upper Lake Creek Campground to be made into a wilderness trail. This would involve removing culverts, reducing the footprint and reducing the visual impact of the road bed. Changes to the route would have a mixed result on the untrammeled quality. Minimizing the prism of disturbance associated with the route would benefit the untrammeled quality; however, the route would still have berms and would cause changes to the hydrologic flow.

Camping

The untrammeled quality may be improved in this alternative by reducing campfire impacts within wilderness by requiring fire pans or blankets. This requirement may minimize the risk of escaped fire and therefore human manipulation on natural processes within the wilderness.

Campfires cause direct impacts to naturalness by altering organic matter and sterilizing soils in the area of the fire ring. Campfires can decrease organic matter content in soils to depths greater than 10 cm. The severity of the impacts is related to the intensity of the fire (Fenn et al. 1976). In general, firewood consumption exceeds productivity in high-elevation whitebark pine forests in the western United States that are popular destinations for visitors (Cole 1989b). Additional impacts may occur at these campsites when available dead and downed wood is limited and visitors resort to removing lower limbs from standing trees or snags for firewood (Cole 1989b).

These impacts would be dramatically reduced under this alternative as fire pans or fire blankets would be required. These low-impact campfire techniques protect the soil and organic materials in the vicinity of the campfire.

Soil, Water, Air, Riparian Resources, Vegetation and Botanical Resources, Noxious and Non-Native Invasive Species Management, Recreation – Signs, Cultural Resources and Tribal Governments, Fire Management, Commercial Services, Law Enforcement and Search and Rescue, and Wilderness Education and Interpretation

The effects of Alternative B on the untrammelled quality for soil, water, air, and riparian resources, vegetation and botanical resources, noxious and non-native invasive species management, recreation – signs, cultural resources and tribal governments, fire management, commercial services, law enforcement and search and rescue, and wilderness education and interpretation would be the same as described for Alternative A.

Resource Indicator and Measure 2: Natural

Wilderness

Direction specific to structures (JMJP-002) is the same as Alternative C. Direction specific to seamless regulations across the interagency wilderness (JMJP-006) is same as Alternative A.

Wildlife and Fisheries Resources

This alternative requires pack goat users to follow measures for reducing the risk of contact, as developed by the North American Packgoat Association (NAPGA, 2017). Requiring adoption of these measures would increase protection of the natural quality by further reducing the likelihood of interaction between domestic goats and bighorn sheep. Requiring the adoption of the pack goat measures benefits the bighorn sheep population inhabiting the wilderness by reducing the potential for disease transmission. See Wildlife section for more information.

Recreation

“Recreation impacts are significant because they reflect success in meeting two primary legal mandates: resource protection and recreation provision.” (Leung and Marion, 2000). In an effort to maximize the protection of resource, this Alternative includes a stock group size limit of 14 head maximum and 9 goat maximum per group.

The natural quality will be positively affected by this alternative. Reduction of stock group size would reduce impacts on natural components of the ecosystem (e.g. vegetation, soils) that would be caused by larger stock groups trampling and grazing.

The removal of Upper Lake Creek Campground would allow the revegetation of the disturbed areas.

Camping

The natural quality would be improved in this alternative by eliminating campfires rings and minimizing campfire impacts. Less soil sterilization would occur through the low-impact techniques of using fire pans or blankets.

Recreational Horse and Stock Use

Stock use has more potential than hikers to cause both accelerated erosion and vegetation damage (Monz et al., 2000). Trampling by visitors and their stock can affect vegetation plant height, vigor, and reproductive capacity, as well as soil characteristics, such as changes to soil horizons. Some of these impacts cause increased effects even when the original source of disturbance has been removed (Therrell, et al., 2006). The impacts from camping occur most dramatically over the first year or first several uses.

Based on the relatively light use this wilderness receives and the reduction in group sizes proposed in this alternative, the natural quality would be better protected when compared with Alternatives A and C. The group size limit on stock and limiting the duration of tying stock to live trees would preserve the natural quality by reducing damage to plants and trees from heavy stock use.

Developments and Other Human Effects or Disturbances

Effects analysis is the same as described for Alternative A for the Sheep Mountain Repeater and small scale-surface disturbances. Effects are the same as described for Alternative C for the Upper Lake Creek Campground.

Soil, Water, Air, Riparian Resources, Vegetation and Botanical Resources, Noxious and Non-Native Invasive Species Management, Recreation – Trails and Signs, Cultural Resources and Tribal Governments, Fire Management, Commercial Services, Law Enforcement and Search and Rescue, and Wilderness Education and Interpretation

The effects of Alternative B on the natural quality for Soil, Water, Air, Riparian Resources, Vegetation and Botanical Resources, Noxious and Non-Native Invasive Species Management, Recreation – Trails and Signs, Cultural Resources and Tribal Governments, Fire Management, Commercial Services, Law Enforcement and Search and Rescue, and Wilderness Education and Interpretation would be the same as described for Alternative A.

*Resource Indicator and Measure 3: Undeveloped**Wilderness*

Direction specific to structures (JMJP-002) is the same as Alternative C. Direction specific to seamless regulations across the interagency wilderness (JMJP-006) is same as Alternative A.

*Recreation**Trails*

Removing culverts along the Upper Lake Creek Campground trail would reduce the number of non-recreational structures within the wilderness, improving the undeveloped quality.

Developments and Other Human Effects or Disturbances

Effects analysis is the same as Alternative A for the Sheep Mountain Repeater, and small scale-surface disturbances. Analysis is the same as Alternative C for the Upper Lake Creek Campground.

Soil, Water, Air, Riparian Resources, Vegetation and Botanical Resources, Noxious and Non-Native Invasive Species Management, Recreation-Signs, Cultural Resources and Tribal Governments, Fire

Management, Commercial Services, Law Enforcement and Search and Rescue, and Wilderness Education and Interpretation

The effects of Alternative B on the undeveloped quality for soil, water, air, and riparian resources, vegetation and botanical resources, noxious and non-native invasive species management, recreation-signs, cultural resources and tribal governments, fire management, commercial services, law enforcement and search and rescue, and wilderness education and interpretation would be the same as described for Alternative A.

Resource Indicator and Measure 4: Opportunities for Primitive and Unconfined Recreation

Wilderness

Direction specific to structures (JMJP-002) is the same as Alternative C. Direction specific to seamless regulations across the interagency wilderness (JMJP-006) is same as Alternative A.

Recreation

Opportunities for primitive and unconfined recreation would be adversely impacted by visitor use restrictions reducing group sizes and requiring permits.

The group size limit for people under this alternative is the same as proposed under Alternative A and effects analysis is the same as describe for Alternative A.

The group size limit for head to stock is proposed to be less than that proposed under Alternative A. For this Alternative, the maximum head of stock would 14 head per group, with the exception of pack goats which would be limited to 9 head per group.

Based on the assumptions established above for visitor use (*see Wilderness Affected Environment section above*), these group size numbers are well within what is generally encountered and anticipated within the JMJP Wilderness, thereby accommodating the vast majority of use. In general, group sizes within the JMJP Wilderness are estimated to be about 6 head of stock.

The impact from these group size limits on outfitter and guiding operations within the wilderness are considered to be low. Over the course of eleven years (2003-2010, and 2014-2016), Ken Smith Hunting took 29 trips into the JMJP Wilderness. Of these, 4 trips, or 14%, included more than 14 head of stock, 1 trip included 15 head of stock, and 3 trips included 16 head of stock. These four trips occurred once per year 2003-2006. Data from other outfitters in the area (see Table 2: Outfitter Data) is also within the proposed limits.

No data is available regarding use of pack goats within the JMJP Wilderness. The overall visitation to the JMJP Wilderness is low, and pack goat use is only a fraction of that, so it is believed to be quite low. The pack goat measures for reducing risk of contact with bighorn sheep would impact this specific user group under this Alternative, as the measures would be required rather than voluntary under Alternative B). These measures are behavioral restrictions, which impact opportunities for primitive and unconfined recreation for this user group.

Self-issue permits are one of the more accurate ways to gather visitor use data (Lucas and Kovalicky 1981), and provides an avenue of communication between managers and visitors. Visitors may learn where, how or when to travel in the wilderness to reduce crowding or resource impacts (Watson 1993). This communication only works if the permit card itself or permit kiosks at trailheads are maintained with appropriate and current information. Conversely, if compliance checks are made by wilderness rangers, this opens an opportunity on-site for communication with visitors.

Permit systems reduce the spontaneity of the visit, even if only slightly, at the trailhead. Compliance checks by wilderness rangers may further impact a visitor's opportunity for unconfined recreation. The proposed permit system would not limit where, when or how many visitors enter the wilderness.

This alternative would include seven of the same regulations proposed under Alternative A, which impacts opportunities for unconfined recreation to varying degrees. Also, as described under Alternative A, several of these regulations are commonly practiced and, therefore, would be of low impact upon the recreationist (e.g. shortcutting trails, human waste, and stock must be under control). Standards include:

- Limit group size to a maximum of 12 people.
- Shortcutting trail switchbacks on foot or with pack and saddle stock is prohibited.
- Human waste must be buried 6-8" deep and covered at least 200 feet from water, and, where the terrain allows, 200 feet from campsites and trails. Alternatively, waste may be packed out.
- Pack or saddle stock must be ridden, led, or under control and are not permitted to run loose on trails or travel routes.
- Locate pack and saddle stock handling areas at least 200 feet from lakes and streams, where terrain allows.
- Pad highlines to minimize tree damage.

This Alternative would also implement several additional restrictions:

- Being in the wilderness with a combined number of pack and saddle stock in excess of 14 animals is prohibited, with the exception of pack goats, which are limited to a maximum of three per person, and 9 per group.
- Establish a free, self-issue permit system.
- No campfires without pan or blanket. Eliminate all campfire rings.

Trails

Under alternative B, the direction for the Upper Lake Creek Campground trail would have a beneficial effect on opportunities for primitive and unconfined recreation. Visitors will experience a less developed route that will now be managed as a wilderness trail. Removing culverts and narrowing the visual impact and breadth of the road will "reduce signs of modern civilization inside wilderness (Landres, et al., 2012)."

Camping

Campfires would be allowed under this alternative, however they would be required to be in fire pans or on fire blankets. The requirement for the use of a fire pan or blanket increases the management restriction on visitor behavior. This requirement reduces the freedom experienced by the visitor within the wilderness by increasing managerial controls. Camping in a traditional way will be negatively impacted by not allowing visitors to use a preexisting fire rings in the wilderness.

Recreational Horse and Stock Use

Opportunities for primitive and unconfined recreation would be adversely affected by further managerial controls and visitor restrictions on stock and group size limits.

Developments and Other Human Effects or Disturbances

Effects analysis is the same as described in Alternative A for the Sheep Mountain Repeater, and small scale-surface disturbances. Effects are the same as described for Alternative C for the Upper Lake Creek Campground.

Soil, Water, Air, Riparian Resources, Vegetation and Botanical Resources, Noxious and Non-Native Invasive Species Management, Recreation-Signs, Cultural Resources and Tribal Governments, Fire Management, Commercial Services, Law Enforcement and Search and Rescue, and Wilderness Education and Interpretation

The effects of Alternative B on opportunities for primitive and unconfined recreation from soil, water, air, and riparian resources, vegetation and botanical resources, noxious and non-native invasive species management, recreation-signs, cultural resources and tribal governments, fire management, commercial services, law enforcement and search and rescue, and wilderness education and interpretation would be the same as describe for Alternative A.

Resource Indicator and Measure 5: Opportunities for Solitude

Wilderness

Direction and effects specific to structures (JMJP-002) is the same as described for Alternative C. Direction and effects specific to seamless regulations across the interagency wilderness (JMJP-006) is same as described for Alternative A.

Recreation

Opportunities for solitude would be improved under this alternative by reducing the number of people and stock observed in one group while inside the wilderness under the group size limits.

Camping

With the direction to not have fire rings inside the wilderness, the opportunities for solitude would be positively impacted by this alternative by reducing the sights of human occupation.

Recreational Horse and Stock Use

Opportunities for solitude would be improved under this alternative by reducing the number of stock observed in one group while inside the wilderness per the maximum stock group size limit of 14 or pack goat limit of 9 head per group.

Developments and Other Human Effects or Disturbances

Effects analysis is the same as Alternative A for the Sheep Mountain Repeater and small scale-surface disturbances. Analysis is the same as Alternative C for the Upper Lake Creek Campground.

Soil, Water, Air, Riparian Resources, Vegetation and Botanical Resources, Noxious and Non-Native Invasive Species Management, Recreation-Signs, Cultural Resources and Tribal Governments, Fire Management, Commercial Services, Law Enforcement and Search and Rescue, and Wilderness Education and Interpretation

The effects of Alternative B on opportunities for solitude from soil, water, air, and riparian resources, vegetation and botanical resources, noxious and non-native invasive species management, recreation-signs, cultural resources and tribal governments, fire management, commercial services, law enforcement and search and rescue, and wilderness education and interpretation would be the same as describe for Alternative A.

Resource Indicator and Measure 6: Other Features of Value

Under Alternative B, the pre-existing road leading to Upper Lake Creek Campground would be rehabilitated to a wilderness appropriate trail (e.g. Class 3). This will include, but is not be limited to: the removal of existing culverts within the roadbed, reducing foot print of existing road, retreading road to

wilderness appropriate trail subsurface material, and reducing the visual impact of the road bed. This will not affect Herd Lake or the geology of the features that created it.

Resource Indicator and Measure 7: Trails

The effects of Alternative B on opportunities for solitude would be the same as describe for Alternative A.

Cumulative Effects – Alternative B

Past, Present, and Reasonably Foreseeable Activities Relevant to Cumulative Effects Analysis

Resource Indicator and Measure 1: Untrammeled

The primary activities that have impacted the untrammeled quality within the wilderness cumulative effects area include: trail and road construction, livestock grazing installations, weed treatments, water diversion and fire suppression. Alternative B, combined with past, present and reasonably foreseeable actions, would not cumulatively effect the untrammeled quality.

Resource Indicator and Measure 2: Natural

The primary activities that have impacted the natural quality within the wilderness cumulative effects area include varying degrees of degraded vegetation and wildlife composition due to invasive species establishment, fire suppression, recreation, fish stocking, and livestock grazing. Conversely, treatment to remove invasive species have improved the naturalness of the area. Alternatives B is anticipated to improve naturalness, thereby contributing positively toward cumulative effects.

Resource Indicator and Measure 3: Undeveloped

The primary activities that have impacted the undeveloped quality within the wilderness cumulative effects area include: construction and maintenance of range developments, the water diversion, Sheep Mountain repeater and various user-created or constructed routes. Alternative B would not contribute to cumulative impacts to the undeveloped quality.

Resource Indicator and Measure 4: Opportunities for Primitive and Unconfined Recreation

The primary activities that have affected opportunities for primitive and unconfined recreation within the wilderness cumulative effects area include: recreation (including the Upper Lake Creek Campground), outfitter and guide activities, and trail construction. Alternative B would result in cumulative minor adverse impacts.

Resource Indicator and Measure 5: Opportunities for Solitude

The primary activities that have affected opportunities for solitude within the wilderness cumulative effects area include: recreational visitation, federal projects with personnel on the ground (e.g. trail maintenance, monitoring, invasive species treatments), and livestock management. Alternative B would benefit opportunities for solitude by reducing encounters with large groups, and other sights of human presence, which would result in cumulative minor, beneficial effects.

Resource Indicator and Measure 6: Other Features of Value

The primary activities that have affected other features of value within the wilderness cumulative effects area include: construction of the road leading to the Upper Lake Creek Campground. Alternative B would not contribute to cumulative effects to other features of value.

Resource Indicator and Measure 7: Trails

The primary activities that have affected other features of value within the wilderness cumulative effects area include: trail construction and maintenance, road construction and maintenance and travel management planning. Alternative B is not expected to have cumulative effects on recreation because the changes are largely administrative with little to no on-the-ground changes to recreational opportunities compared with baseline conditions.

Alternative C – Minimum Management

Under this alternative, wilderness would continue to be managed under the guidance provided by the Wilderness Act, agency-specific policy (BLM Manual 6340, FS Manual 2320, among others), BLM Challis Field Office Resource Management Plan (1999), and the FS Challis Forest Plan, as revised (1989). In general, this alternative would lack the proactive management established under Alternatives A and B to manage uses and protect wilderness character.

The key differences between this alternative and alternatives A and B are:

- Lack of additional protections of natural resources, including vegetation and wildlife and
- Lack of visitor use management, including group size restrictions, management of camping, and recreational stock use

*Resource Indicator and Measure 1: Untrammelled**Soil, Water, Air, Riparian Resources*

Not implementing the guideline related to soil erosion (JMJP-009) may result in unnecessary or cosmetic reasons for controlling naturally-occurring soil erosion, which would impair the untrammelled quality.

Vegetation and Botanical Resources

By not implementing the direction proposed under Alternatives A and B for the protection of whitebark pine (JMJP-011) and trail work in rare and sensitive species habitat (JMJP-012), there is a higher risk of impacts to the untrammelled quality. Without the proposed guideline, when the agency undertakes or considers trammeling actions, less attention may be given to effects on whitebark pine. However, as a candidate species for listing under the Endangered Species Act (ESA), impacts to the species should still be considered without this guidance.

*Recreation**Trails*

No revisions to the trail inventory would occur under this alternative. This would not affect the untrammelled quality.

Lacking the direction to only construct trails to preserve wilderness values and resources may lead to trails being constructed for other purposes, such as convenience of the visitor. New trails, depending on the scale and scope of the new construction, may impact the untrammelled quality. For example, if a considerable length of trail construction requires substantial cutting of trees or the movement of earth, it would be considered a trammeling action. Any new trail construction would be analyzed under site-specific NEPA and MRA.

Developments and Other Human Effects or Disturbances

Management actions described under Alternative C include the RMP direction to close the Upper Lake Creek Campground. This alternative is silent on direction for the Sheep Mountain repeater and small-scale surface disturbances. There would be no effect to the untrammelled quality under Alternative C.

Resource Indicator and Measure 2: Natural

Soil, Water, Air, Riparian Resources

Under this alternative, the proactive direction for protection of soil, water, air, and riparian resources proposed by Alternatives A and B would not be implemented. Law and policy would continue to guide protection of these resources. Lacking this direction could have negative effects on the natural quality of these resources, but could be difficult to quantify. See also Soil, Water, Air, Riparian Report (Deschaine 2017).

Vegetation and Botanical Resources

Without the proposed guidelines to minimize impacts to whitebark pine, and minimizing effects to rare and sensitive plant species during trail maintenance, presented in Alternatives A and B, (JMJP-011 and 012), there may be additional impacts to the natural quality under this alternative. The first guideline (JMJP-011) addresses whitebark pine, a candidate species for listing under the ESA, which would merit consideration regardless of this wilderness plan. However, this guideline is a reminder to consider the resource in relation to various activities (fire suppression, dispersed camping, etc.). The following guideline (JMJP-012) would protect the natural quality by ensuring rare and sensitive plant species are surveyed for, and monitoring before trail maintenance or construction activities occur.

Noxious and Non-Native Invasive Species Management

Alternative C would still be guided by law and policy for invasive species management, but would not include the two management actions recommended in the other alternatives, which emphasize controlling small infestations, and encourage education on invasive species prevention. *See also Invasive Species section.*

Wildlife and Fisheries Resources

With no specific direction for reduction of disease transmission between pack goats and bighorn sheep, there would be no additional education or adoption of measures for reducing the risk of contact. The low number of mapped observations of radio-collared bighorn sheep within the JMJP Wilderness would likely result in few, if any, direct encounters between pack goats and bighorn sheep. Due to the transitory nature of human activities, it is expected that risk to bighorn sheep would be minimal. See Wildlife section for more information.

Recreation

Group size

Currently, visitor use in the JMJP Wilderness is low and neither agency regulates group size. Large groups tend to have a disproportionately greater impact on the biophysical and social environments than smaller groups, therefore group size limits can be effective at reducing unacceptable resource and visitor experience impacts (Anderson, et al. 1998). Relatively small increases in use can cause substantial impact in low-use places (Cole, et al. 1987). At a wilderness scale, the impacts to the natural environment from unregulated visitor use would be expected to be minor. However, in areas of concentrated use, such as in campsites, naturalness would be impacted over time. Limiting the number and type of use allowed in certain areas could prevent or slow these impacts.

Monz, et al. summarize group size research, and state the most important implication for group size is the relationship between use and amount of impact.

In relatively undisturbed places, intense, concentrated use by a large group can cause substantial impact, while a small group exhibiting the same behavior over a similar square area might cause little significant impact to the soil and plant communities.

There are, however, many factors, such as minimum impact camping behavior and durability of the vegetation and soils that can alter the above scenario (Monz et al. 2000).

Trampling is caused by human foot or stock hoof, stock rolling and pawing, and camp activities. The greatest total impacts on vegetation occur at low trampling intensities; additional trampling can continue to impact vegetation but at a lower rate (Cole 1987; Kuss and Hall 1991; Cole, et al, 1995; Marion and Cole 1996; Cole and Spildie 1998). Enlargement of established recreation sites from large groups is “the most common, detrimental change” to these sites (Cole 1989). Expansion of these established sites may occur under this alternative, as large groups would continue to be allowed.

Newly used recreation sites in forested vegetation can lose more than half their vegetation cover and more than 60% plant height after one night of camping. In contrast recovery rates are very low, so the restoration of impacted recreation sites to natural conditions can require ten to thirty years (Marion 1998; Cole and Monz 2003). Impacts on vegetation from trampling can persist for decades in mountain environments (e.g. Hartley 1999; Willard et al. 2007).

Camping

Under this alternative, there would be no direction for disposing of human waste properly (JMJP-030). This may have impacts on the natural quality, such as detrimental impacts to water quality or wildlife habituation (Temple et al. 1982 and Lachapelle 2000). Providing guidance for proper disposal of human waste will also reduce potential negative implications to human health and aesthetic considerations.

Alternative C would include direction regarding campfire ring management. Proliferation of campfire rings includes associated impacts such as scorched soils and smoke-blackened rocks, loss of vegetation, and aesthetic impacts. Lacking the direction to keep fire rings small and ensure rings are constructed of natural materials (rock), as opposed to metal fire rings, would detract from the natural appearance of campsites and may cause lasting changes to the naturally-occurring flora.

Recreational Horse and Stock Use

Under this Alternative, there would be no group size limits or the other standards and guidelines for the protection of natural resources as proposed under the other two alternatives. Lacking direction proposed under Alternative A and B, such as group size limits and using and padding highlines, may lead to more impacts to the natural quality of soils and vegetation, particularly in campsites or riparian areas. Direction provided by the Challis Forest Plan to “control stock use in problem areas” (USDA FS 1987) would still apply.

Fire Management

Alternative C includes the current BLM RMP (1999) direction, which requires full suppression of all fires in the BLM-portion of the planning area. Suppressing lightning-ignited wildfires removes one of the most important natural processes from fire- dependent ecosystems (Miller 2012). Managing (suppressing, controlling, confining) naturally-ignited wildfire impacts the natural quality. While there may be valid reasons to manage a naturally-ignited fire within wilderness, there would be impacts to this naturally occurring disturbance, such as unnatural buildup of fuels, and effects from the suppression actions, including constructing fire line or visual impacts from retardant drops. This alternative would lead to impacts on the natural quality.

Law Enforcement and Search and Rescue

Lacking the 'approval' flow chart (JMJP-067) may not substantially affect the natural quality, as the direction provided therein is policy. The flow chart may, however, provide a tool for objective, rapid response to search and rescue or law enforcement operation needs within wilderness. Using the flow chart (recommended under the other Alternatives) could help minimize possible effects on the natural quality that may result from inconsistent approval responses.

Developments and Other Human Effects or Disturbances

Alternative C is silent on actions related to rehabilitation for small-scale disturbances, which may affect naturalness. For example, old routes or impacted campsites may not be as promptly addressed when lacking the management direction proposed under Alternatives A and B. For example, it is not uncommon for old vehicle routes to cause erosion. These impacts may be better attended to and addressed under Alternatives A and B.

Wilderness Education and Interpretation

Under Alternative C, there would be no direction on utilizing these methods to help prevent impacts from recreational activities. Interpretation and Education can be used as a tool to prevent detrimental effects to natural quality, so lacking direction to pursue these avenues may indirectly be detrimental to the natural environment of the area.

Resource Indicator and Measure 3: Undeveloped

Wilderness

Overall, the undeveloped quality of the wilderness is good due to its vastness and limited amount of development. Under alternative A, the level of administratively managed developments in wilderness would not change. The number of trails and signs would remain the same and be maintained at their current condition. Authorized and/or unauthorized recreational installations would remain the same, thus constructed features in the wilderness would not be removed. There are no direct effects to the undeveloped quality under Alternative C – it would remain in the same condition found at the time of designation. Specific direction related to removing structures under Alternative C would be solely in accordance with law: the Wilderness Act, Congressional Grazing Guidelines, and Section 106 of the National Historic Preservation Act.

Recreation

Lacking the proactive direction to manage vehicle access points (JMJP-025), particularly those with known or likely occurrence for trespass, may lead to more motor vehicle violations, which impairs the undeveloped quality.

Trails

Under Alternative C, the trail leading to Upper Lake Creek Campground, a graveled, former vehicle route, would be maintained to pre-designation standards, and the culverts (developments) would remain. This would not further degrade the undeveloped quality; however the undeveloped quality would not be improved either. (See additional discussion of this trail under opportunities for primitive and unconfined recreation.)

Fire Management

Minimum Impact Suppression Tactics (MIST) would be required in designated wilderness. Standards for rehabilitation of fire line are also higher than in non-wilderness and would be guided by the agency

administrator. Both of these requirements would protect the undeveloped quality following suppression or active management of fire.

For the BLM-managed portion of the JMJP Wilderness, there would be more impact to the undeveloped quality under this alternative as all fire would be suppressed (per direction established in the Challis RMP), as the area would lack site-specific NEPA analysis to allow for wildland fire use in the Wilderness. The undeveloped quality is impacted by any motorized or mechanized use in wilderness, and for fire suppression this may include chainsaws, dropping items or people from aircraft (water, retardant, smoke jumpers, supplies), or motorized vehicle use, such as ATVs or dozers. The requirement for initial attack and full suppression dramatically increases the likelihood of the use of equipment that would impair the undeveloped quality.

Law Enforcement and Search and Rescue

Alternative C is silent on the 'approval' flowchart (JMJP-067), which may lead to additional impacts to the undeveloped quality. The direction and content of the flowchart is taken directly from the Wilderness Act and policy. The flowchart simply takes the policy and condenses it into an easy tool for the authorized officer to quickly make a legal, objective decision regarding motorized or mechanized equipment or vehicles for a given operation.

Lacking the flowchart may lead to inconsistent determinations for motorized or mechanized use in the wilderness. The motorized use may be more evident or the decision less prompt, for example, when the decision-maker acting without the flow chart is less familiar or adept with applying wilderness policy.

Developments and Other Human Effects or Disturbances

Leaving existing developed features and structures in the wilderness that are not associated with a historic property, would continue to adversely affect the undeveloped character within the JMJP.

The Sheep Mountain repeater was in place at the time of designation of the wilderness. It is used primarily by the Sawtooth National Forest for communications and is needed for safety and Forest operations. This alternative would lack the direction to develop an operations and maintenance plan for this development. Any proposals for motorized or mechanized use would be considered and analyzed in a site-specific MRA and NEPA analysis, separate from the wilderness plan. See the discussion on opportunity for primitive and unconfined recreation for the discussion of the Upper Lake Creek Campground.

Resource Indicator and Measure 4: Opportunities for Primitive and Unconfined Recreation

Wilderness

The BLM Manual 6340 includes the direction to apply, where possible, any regulations seamlessly across an interagency wilderness. This direction would apply to the BLM regardless of the wilderness plan, whereas the FS would not have this direction. This direction would not be explicitly stated for the FS, and may or may not occur. This is largely procedural direction and would not have a direct effect on opportunities for unconfined recreation, although there may be more inconsistencies in visitor regulation across the agency boundaries under this alternative.

Soil, Water, Air, Riparian Resources

Under this Alternative, the direction proposed under the other two alternatives for protection of soil, water, air and riparian resources would not be implemented. The management action for using indirect methods, such as education, would better protect the opportunities for unconfined recreation, by encouraging the use of education over regulation for protection of wilderness character.

Vegetation and Botanical Resources

By not implementing the guidelines for protection of whitebark pine (JMJP-011) or rare and sensitive plant species (JMJP-012), there would be no beneficial or adverse impacts to opportunities for primitive and unconfined recreation.

Recreation

Trails

Under Alternative C, there would be no changes to the trail inventory, and trails that are no longer visible on the ground would still be presented on maps, which may lead to a safety risk for visitors planning to use those trails. Also, maintenance of existing trails would not occur on the trails that are proposed for addition to the trail inventory under other Alternatives.

Under this Alternative, the trail leading to the Upper Lake Creek Campground would be maintained at pre-designation level and would continue to be managed as a non-motorized trail. This would not affect the opportunities for primitive and unconfined recreation when compared with the time of designation.

Commercial Services

Presence of structures or installations in campsites reduce self-reliant recreation, which is the hallmark of primitive recreation. The standards presented in the Wilderness Management Plan regarding structures (JMJP-063) would apply to the FS portion of the wilderness, regardless of the wilderness plan, because it is direction established in policy (FSM 2323.13g). Under this Alternative, this direction would not apply to the BLM portion of the wilderness. Currently, there are no assigned outfitter and guide camps within the BLM-managed portion of the wilderness.

Developments and Other Human Effects or Disturbances

The Upper Lake Creek Campground existed at the time of designation of wilderness. The Challis RMP (BLM 1999) includes the following direction: Close the Upper Lake Creek Campground and maintain the existing road above Herd Lake as a non-motorized trail only. The trail was managed as non-motorized at the time of designation. The campground, however, was never closed. Visitation to the campground is quite low, likely in large part because the six mile trail leading to the campground is non-motorized. As noted above, the continued presence and use of this campground would neither improve nor degrade wilderness character, when compared to the time of designation.

Wilderness Education and Interpretation

Effective education could prevent problem behaviors which may lead to a need for more restrictive management of the area. This Alternative is silent on providing this to the recreating public.

Resource Indicator and Measure 5: Opportunities for Solitude

Recreation

Under Alternative C, there would be no group size limits (JMJP-022, 032). Opportunities for solitude may, therefore, be impacted by large groups. Seeing very large groups, for example, more than 20 people in a group, does bother many wilderness visitors; however, it is uncertain if seeing people in one large group causes a more negative experience than seeing the same number of people in several small parties (Monz et al. 2000).

Trails

Under Alternative C, the direction to update the trail inventory, and maintain the Upper Lake Creek Campground access route as a non-motorized route would not affect solitude, beneficially or adversely. Opportunities for solitude, both on and off trail, would be the same as currently experienced.

Camping

The lack of direction for human waste management (JMJP-030), when compared with the other alternatives, may lead to additional sights of human presence.

Recreational Horse and Stock Use

There would be no stock group size limit under this alternative and, as noted above, opportunities for solitude would be impacted under this alternative when large groups are encountered in the wilderness.

Fire Management

Under Alternative C, on the BLM-managed portion of the JMJP Wilderness, there may be additional impacts to solitude when fire suppression activities occur. Sights and sounds of aircraft or personnel on the ground would affect opportunities for solitude, and this is likelihood is much higher given the current BLM requirement to suppress fire.

Commercial Services

Remoteness from sights and sounds of human activity inside the wilderness is a component of having opportunities for solitude. It is affected by encountering structures or impacts from other visitors within wilderness, which may include campsite structures, such as tables, chairs or corrals. The standard specific to structures for commercial services (JMJP-063) would apply on the FS portion of the wilderness regardless of the wilderness plan, as it is established in policy (2323.13g).

Developments and Other Human Effects or Disturbances

The presence of Upper Lake Creek Campground may serve to concentrate overnight camping use, thus detracting from feelings for solitude. However, it is a very small campground with only three sites, and receives low visitation.

Resource Indicator and Measure 6: Other Features of Value

Under Alternative C, the trail leading to Upper Lake Creek Campground would be maintained at the current (time of designation) levels. No changes would occur to the travel route.

Resource Indicator and Measure 7: Recreation-Trails

Under Alternative C, there would be no changes to the FS or BLM trail inventory or systems within the JMJP Wilderness. Trails would continue to receive maintenance at the level that occurred at the time of designation. Certain trails, like Narrow-Canyon-Bowery Creek and Narrow Canyon, would continue to be represented on maps even when they are no longer present or discernable on the ground. Conversely, other trails that are established on the ground, like Middle East Pass Creek, Upper Lake Creek Campground, and Sage Creek, would not receive maintenance and would not be presented on maps.

The direction regarding new trail construction is BLM policy (Manual 6340), and would apply to the BLM portion of the wilderness regardless of the wilderness plan or alternative selected.

Summary of Alternative C

In general, Alternative C would lack the site-specific, proactive guidance proposed under alternatives A and B. This may lead to notable effects to wilderness character, with the most pronounced effects resulting from:

- 1) Less visitor use management, including unrestricted group sizes
- 2) Less JMJP Wilderness specific resource protection measures

Cumulative Effects – Alternative C

Past, Present, and Reasonably Foreseeable Activities Relevant to Cumulative Effects Analysis

Cumulative effects are “the incremental impacts of the proposed action and alternatives when added to effects of other actions both on National Forest System or BLM-managed lands and other adjacent federal, state, or private lands” (40 Code of Federal Regulations (CFR) 1508.7). The Council on Environmental Quality (CEQ) regulations do not require the consideration of the individual effects of all past actions to determine the present effects of past actions. In regard to past actions, the agency must determine what information regarding past actions is useful and relevant to the required analysis of cumulative effects during the scoping process and the preparation of the analysis. Dependent upon the proposed action, the accounting for past actions and specific information about the direct and indirect effects of their design and implementation could, in some contexts, be useful to predict the cumulative effects of the proposal. The CEQ regulations, however, do not require agencies to comprehensively list and analyze all individual past actions. Just because information about past actions may be available or obtained with reasonable effort does not mean that it is relevant and necessary to inform decision making (40 CFR 1508.7).

Resource Indicator and Measure 1: Untrammeled

The primary activities that have impacted the untrammeled quality within the wilderness cumulative effects area include: trail and road construction, livestock grazing developments, weed treatments, water diversion and fire suppression. Alternative C, combined with past, present, and reasonably foreseeable actions, is not expected to cumulatively effect the untrammeled quality beyond existing conditions.

Resource Indicator and Measure 2: Natural

The primary activities that have impacted the natural quality within the wilderness cumulative effects area include: varying degrees of degraded vegetation and wildlife composition due to invasive species establishment, fire suppression, recreation, fish stocking, and livestock grazing. Conversely, treatment to remove invasive species has improved the naturalness of the area. Alternative C would continue the cumulative, minor, adverse impacts that already exist due to the use of wilderness by human visitors with little direction on preventing future disturbances.

Resource Indicator and Measure 3: Undeveloped

The primary activities that have impacted the undeveloped quality within the wilderness cumulative effects area include: construction and maintenance of range developments, the water diversion, Sheep Mountain repeater, and various user-created or constructed routes. Alternative C would not contribute to cumulative impacts to the undeveloped quality.

Resource Indicator and Measure 4: Opportunities for Primitive and Unconfined Recreation

The primary activities that have affected opportunities for primitive and unconfined recreation within the wilderness cumulative effects area include: recreation (including the Upper Lake Creek Campground), outfitter and guide activities, and trail construction. Alternative C would not result in cumulative impacts.

Resource Indicator and Measure 5: Opportunities for Solitude

The primary activities that have affected opportunities for solitude within the wilderness cumulative effects area include: recreational visitation, federal projects with personnel on the ground (e.g. trail

maintenance, monitoring, invasive species treatments), and livestock management. Alternative C is likely to result in minor adverse cumulative effects.

Resource Indicator and Measure 6: Other Features of Value

The primary activities that have affected other features of value within the wilderness cumulative effects area include: construction of the road leading to the Upper Lake Creek Campground. Alternative C would not contribute to cumulative effects to other features of value.

Resource Indicator and Measure 7: Trails

The primary activities related to trails within the wilderness cumulative effects area include: trail construction and maintenance, road construction and maintenance and travel management planning. Alternative C would not contribute to cumulative effects on recreational trails.

WILDLIFE

Affected Environment

The Jim McClure-Jerry Peak Wilderness contains a variety of habitat types. Almost half of the Wilderness is sage-steppe, the majority of which is mountain big sagebrush. The second most abundant habitat type is Douglas-fir, followed by whitebark pine. In addition, there are aspen stands, pockets of spruce-fir, riparian areas, and alpine areas.

The Idaho Department of Fish and Game recently completed a Statewide Wildlife Action Plan (SWAP) (IDFG 2017). The JMJP Wilderness is located within the Challis Volcanics ecological section. Nine conservation habitat targets that represent the major ecosystems were selected and target viabilities were assigned: dry lower montane-foothill forest (fair); subalpine-high montane conifer forest (fair); aspen forest and woodland (poor); lower montane-foothill grassland and shrubland (fair); sagebrush steppe (good); alpine and high montane scrub, grassland, and barrens (good); riverine-riparian forest and shrubland (fair to good); springs and groundwater dependent wetlands (poor); and lakes, ponds, and reservoirs (good). Two species – wolverine (fair) and bighorn sheep (good) – and two species assemblages – bats, presumed good, and pollinators, good – are identified as explicit species targets because they face special conservation needs. The prioritized threats include altered fire regimes, forest insect pests and disease, noxious weeds and invasive annual grasses, improper livestock grazing management, changing temperature and precipitation patterns.

The SWAP designated Species of Greatest Conservation Need (SGCN) using criteria such as distribution, abundance, trends, and viability threats. The species were prioritized into three tiers: Tier 1- highest priority and represent species with the most critical conservation needs; Tier 2- secondary priority and represents species with longer-term vulnerabilities or patterns suggesting that management intervention is needed, but not necessarily facing imminent extinction; and Tier 3 are species that are relatively more common but have declining trends or are lacking in information. Several of these species overlap with the Forest Service and BLM sensitive species.

Federally Listed or Proposed Species

The species identified as candidate or threatened under the Endangered Species are identified in Table 1 (USFWS 2017).

Table 2. ESA-listed, Proposed, or Candidate Wildlife Species Occurring on the SCNF and Challis FO BLM

Species	Scientific Name	Status
Yellow-billed cuckoo	<i>Coccyzus americanus</i>	Threatened
Canada Lynx	<i>Lynx canadensis</i>	Threatened
Wolverine	<i>Gulo gulo</i>	Proposed

Sensitive Wildlife Species

Plants and animals designated as sensitive are identified as species for which population viability is a concern as evidenced by current or predicted downward trends in population numbers, density, or habitat (FSM 2670.5) or the species has a downward trend in viability of a species making it at risk across all or significant portion of range or the species depends on habitat on BLM-administered lands and the

habitat is threatened with alteration that could put the viability of the species at risk (BLM Manual 6840.2.A.1).

Table 3. Salmon-Challis NF Region 4 Wildlife Sensitive Species

Species	Scientific Name
Gray Wolf	<i>Canis lupus</i>
Fisher	<i>Martes pennanti</i>
Bighorn sheep	<i>Ovis canadensis</i>
Spotted bat	<i>Euderma maculatum</i>
Townsend's big-eared bat	<i>Corynorhinus townsendii</i>
Pygmy rabbit	<i>Brachylagus idahoensis</i>
Bald eagle	<i>Haliaeetus leucocephalus</i>
Northern goshawk	<i>Accipiter gentiles</i>
Peregrine falcon	<i>Falco peregrinus anatum</i>
Boreal owl	<i>Aegolius funereus</i>
Flammulated owl	<i>Otus flammeolus</i>
Great gray owl	<i>Strix nebulosa</i>
Three-toed woodpecker	<i>Picoides tridactylus</i>
Harlequin duck	<i>Histrionicus histrionicus</i>
Greater sage-grouse (also MIS)	<i>Centrocercus urophasianus</i>
Columbia spotted frog (also MIS)	<i>Rana luteiventris</i>

Table 4. Challis Field Office BLM Sensitive Wildlife Species

Species	Scientific Name
Gray Wolf	<i>Canis lupus</i>
Fisher	<i>Martes pennanti</i>
Bighorn sheep	<i>Ovis canadensis</i>
Townsend's big-eared bat	<i>Corynorhinus townsendii</i>
Big brown bat	<i>Eptesicus fuscus</i>
Hoary bat	<i>Lasiurus cinereus</i>
Little brown bat	<i>Myotis lucifugus</i>
Long-legged myotis	<i>Myotis volans</i>
Long-eared myotis	<i>Myotis evotis</i>

Species	Scientific Name
Western small-footed myotis	<i>Myotis ciliolabrum</i>
Pallid bat	<i>Antrozous pallidus</i>
Silver-haired bat	<i>Lasionycteris noctivagans</i>
Yuma myotis	<i>Myotis yumanesis</i>
Piute ground squirrel	<i>Urocitellus mollis</i>
Pygmy rabbit	<i>Brachylagus idahoensis</i>
Bald eagle	<i>Haliaeetus leucocephalus</i>
Golden eagle	<i>Aquila chrysaetos</i>
Northern goshawk	<i>Accipiter gentiles</i>
Ferruginous hawk	<i>Buteo regalis</i>
Loggerhead shrike	<i>Lanius ludovicianus</i>
Sage thrasher	<i>Oreoscoptes montanus</i>
Flammulated owl	<i>Otus flammeolus</i>
Burrowing owl	<i>Athene cunicularia</i>
Short-eared owl	<i>Asio flammeus</i>
Lewis' woodpecker	<i>Melanerpes lewis</i>
Brewer's Sparrow	<i>Spizella breweri</i>
Sagebrush sparrow	<i>Artemisiospiza nevadensis</i>
Green-tailed towhee	<i>Pipilo chlorurus</i>
Olive-sided flycatcher	<i>Contopus cooperi</i>
Willow flycatcher	<i>Empidonax trailii</i>
Long-billed curlew	<i>Numenius americanus</i>
Trumpeter swan	<i>Cygnus buccinator</i>
Greater sage-grouse	<i>Centrocercus urophasianus</i>
Western or Boreal Toad	<i>Anaxyrus boreas</i>

Table 5. Regional Population Trend for High Priority Breeding Birds on the SCNF

Habitat Type	Species ¹	BMC/BCC	SGCN	Global Ranking	State Ranking	BBS Regional Trend
Alpine	Black Rosy-Finch	Yes/Yes	Yes-3	G4	S3	ND
Sagebrush Shrub	Swainson's Hawk	Yes/Yes	No	G5	S3B	2.79 (2)

Environmental Consequences

Habitat Type	Species ¹	BMC/BCC	SGCN	Global Ranking	State Ranking	BBS Regional Trend
	Sage Grouse	Yes/No	Yes-1	G3G4	S2	-8.35 (1)
	Short-eared Owl	Yes/No	Yes-3	G5	S4	-3.97 (2)
	Loggerhead Shrike	Yes/Yes	No	G4	S3	0.37 (2)
	Sage Thrasher	Yes/Yes	Yes-2	G5	S3B	-1.34 (3)
	Rock Wren	No/No	No	G5	S5B	0.14 (3)
	Brewer's Sparrow	Yes/No	No	G5	S3B	-2.60 (3)
	Lark Sparrow	No/No	No	G5	S5B	-2.39 (3)
	Sage Sparrow	Yes/Yes	No	G5	S3B	-6.30 (2)
Grassland	Long-billed Curlew	Yes/Yes	Yes-2	G5	S2B	5.28 (3)
	Grasshopper Sparrow	No/No	No	G5	S2B	-7.78 (3)
	Western Meadowlark	No/No	No	G5	S5B/S3N	-3.45 (3)
High-elevation Mixed Conifer	Olive-Sided Flycatcher	Yes/Yes	Yes-3	G4	S4B	-3.69 (3)
	Hammond's Flycatcher	No/No	No	G5	S5B	-1.17 (3)
Low-elevation Mixed Conifer	Sharp-shinned Hawk	No/No	No	G5	S5	0.83 (1)
	Lewis' Woodpecker	Yes/Yes	Yes-2	G4	S3B	2.34 (2)
	Williamson's Sapsucker	Yes/Yes	No	G5	S4B	-3.09 (1)
	Black-backed Woodpecker	No/No	No	G5	S3	-0.00 (1)
	Brown Creeper	No/No	No	G5	S5	-1.18 (2)
	Varied Thrush	No/No	No	G5	S5B	-4.58 (3)
	Townsend's Warbler	No/No	No	G5	S4B	-0.39 (3)
	Western Tanager	No/No	No	G5	S5B	2.06 (3)
Juniper/Pinyon/Mt. Mahogany	Ferruginous Hawk	Yes/No	Yes-2	G4	S3B	1.87 (2)
	Plumbeous Vireo	No/No	No	G5	S4	-7.66 (2)
Riparian	Barrow's Goldeneye	No/No	No	G5	S4B/S3N	ND

Habitat Type	Species ¹	BMC/BCC	SGCN	Global Ranking	State Ranking	BBS Regional Trend
	Hooded Merganser	No/No	No	G5	S2B/S3N	ND
	Blue (Dusky) Grouse	N/A	No	G5	S5	1.84 (1)
	Black-chinned Hummingbird	No/No	No	G5	S5B	5.99 (1)
	Calliope Hummingbird	Yes/Yes	No	G5	S5B	-1.00 (2)
	Rufous Hummingbird	Yes/No	No	G5	S5B	2.18 (2)
	Willow Flycatcher	Yes/Yes	No	G5	S5B	-0.54 (3)
	Dusky Flycatcher	No/No	No	G5	S5B	-3.29 (3)
	American Dipper	No/No	No	G5	S5	1.14 (2)
	Yellow Warbler	No/No	No	G5	S5B	-1.79 (3)
	MacGillivray's Warbler	No/No	No	G5	S5B	-0.96 (3)
Non-Riverine Wetlands	Cinnamon Teal	Yes/No	No	G5	S5B	-3.20 (3)
	Redhead	Yes/Yes	No	G5	S5B/S3N	3.01 (1)
	Sandhill Crane	No/No	Yes-3	G5	S3B	1.56 (3)
	Killdeer	No/No	No	G5	S5B/S3N	-5.12 (3)
Aspen	Ruffed Grouse	N/A	No	G5	S5	0.82 (2)
Cliffs/Rock Outcrops/Talus	Golden Eagle	Yes/No	Yes-2	G5	S4B/S4N	-1.09 (2)
	Prairie Falcon	No/No	No	G5	S4B/S3N	2.08 (1)

¹ All above birds, except game birds, are protected under the Migratory Bird Treaty Act

Alternative A: Proposed Action

Direct and Indirect Effects

Federally Listed or Candidate Species

Yellow-billed Cuckoo

There is no suitable habitat for the yellow-billed cuckoo in the JMJP Wilderness.

Effects Determination

The proposed action would result in no direct or indirect effects to the species and the determination is No Effect to the yellow-billed cuckoo.

Canada Lynx

While the JMJP Wilderness is unlikely to contain highly suitable habitat for lynx, the species may use the area as a travel corridor. Human activity in the JMJP Wilderness would not be of such intensity, continuity, or duration that it would preclude incidental lynx use of the action areas. No habitat for lynx would be removed or altered. No location would be affected to such an extent that it would be unsuitable for use by lynx.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no effect to Canada lynx.

Wolverine

Human activity in the JMJP WA would not be of such intensity, continuity, or duration that it would preclude wolverine use of the action areas. No habitat for wolverines would be removed or altered. Camp locations are already disturbed and likely provide poor quality habitat due to past disturbance. Wolverines would likely temporarily avoid an area where people are camped or are otherwise using due to human presence, but it is unlikely that that would cause any impacts to individuals. No location would be affected to such an extent that it would be unsuitable for use by wolverines.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would not impact individual wolverines or habitat.

Region 4 Sensitive Species

Gray Wolf

Human activity in the JMJP Wilderness would not be of such intensity, continuity, or duration that it would preclude gray wolf use of the action areas. No habitat for wolves would be removed or altered. Wolves may temporarily avoid an area due to human presence, but it is unlikely that would cause any impacts to individuals. No location would be affected to such an extent that it would be unsuitable for use by wolves.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would not impact individual wolves or habitat.

Fisher

It is not likely that suitable habitat for fisher occurs within the JMJP WA. Human activity in the JMJP Wilderness would not be of such intensity, continuity, or duration that it would preclude potential fisher use of the action areas. No potential habitat would be removed or altered. No location would be affected to such an extent that it would be unsuitable for transitory use by fisher.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would not impact individual fisher or potential habitat.

Bighorn Sheep

Recreational pack goat use has the potential to impact bighorn sheep. Studies have shown some potential of disease transmission, especially if there is a situation where direct contact between species

occurs. The proposed action alternative has a standard that requires providing education for users of pack goats with guidelines as recommended by the North American Packgoat Association. These guidelines are:

- All pack goats will be on leads or have leads attached to their collar or halter at all times.
- All pack goats will be tethered at night within 30 feet of humans.
- If bighorn sheep are observed within 100 yards of a potential camping area, pack goat users will take all reasonable measures to move their campsite to a different area. Hazing techniques may be used to deter bighorn sheep from moving closer to campsites if necessary.
- Pack goat numbers will be limited to a maximum of three (3) pack goats per person, and a maximum of nine (9) pack goats per group.
- When bighorn sheep are using trails for travel pack goat users will move off the trail 100 yards. If that distance is not attainable, the pack goat user will travel back along the trail away from the bighorn sheep and exit the trail when the 100 yard distance can be reached. Pack goat users will stay off the trail until bighorn sheep have passed. If visibility is limited to less than 100 yards up trail, a pack goat user will go to the trail and observe for bighorn sheep before continuing with pack goats.
- When accessing browsing areas and water, a pack goat user will check for the presence of bighorn sheep before allowing access for pack goats. Whenever possible, water access will be limited to areas of unlikely bighorn sheep use.
- In event that direct contact of a pack goat and a bighorn sheep is observed, the location and as much of a description as is possible of the sheep and incident will be written, photographed if possible and reported to the appropriate agency as soon as reasonably possible.
- If any pack goat becomes lost, missing or separated from the owner and herd every effort will be exhausted to locate and recover the lost pack goat. If the owner is unable to locate and recover the lost pack goat, contact the Salmon-Challis National Forest or BLM, Challis Field Office by phone immediately. A full disclosure of all available information will be provided including: the last known location (GPS coordinates, legal description, geographic location, name or number of trail or trailhead), the circumstances that resulted in it becoming lost, a description of the pack goat, and any equipment that it was carrying.

Providing education to people who use pack goats would minimize risk of contact between pack goats and bighorn sheep. Pack goat users will likely voluntarily adopt these guidelines to protect their stock and wildlife. The low number of mapped observations of radio-collared bighorn sheep within the JMJP Wilderness will also likely result in few, if any, direct encounters between pack goats and bighorn sheep.

Due to the transitory nature of other human activities, it is expected that impacts to bighorn sheep and their habitat would be minimal. The proposed action would not be of such intensity, continuity, or duration that it precludes bighorn sheep use of any portion of the JMJP Wilderness. No habitat would be removed or altered.

Effects Determination

The proposed action alternative may impact individual bighorn sheep but would not likely contribute to a trend towards Federal listing or loss of viability or the population or species.

Spotted Bat

It is not likely that suitable habitat for spotted bats occurs within the JMJP Wilderness.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The action alternative would have no impact to spotted bats.

Townsend's Big-eared Bat

The proposed action would not be of such intensity, continuity, or duration that it precludes Townsend's big-eared bat use of the action areas. No habitat for this species would be removed or altered. No human activities would be to such an extent that Townsend's big-eared bats would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to Townsend's big-eared bats.

Pygmy Rabbit

The proposed action would not be of such intensity, continuity, or duration that it precludes pygmy rabbit use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that pygmy rabbits would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to pygmy rabbits.

Bald Eagle

There is no known nesting habitat for this species within the JMJP Wilderness. The proposed action would not be of such intensity, continuity, or duration that it precludes bald eagle use of the area. No habitat would be removed or altered. No human activities would be to such an extent that bald eagles would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to bald eagles.

Northern Goshawk

The proposed action would not be of such intensity, continuity, or duration that it precludes goshawk use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that goshawks would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to northern goshawks.

American Peregrine Falcon

There is no nesting habitat for this species within areas where people would camp or otherwise spend a length of time.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to peregrine falcons.

Boreal Owl

There is no known habitat for this species within the JMJP Wilderness. In the event that they are present, the Proposed Action would not be of such intensity, continuity, or duration that it precludes boreal owl use of the area. No habitat would be removed or altered. No human activities would be to such an extent that boreal owls would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to boreal owls.

Flammulated Owl

The proposed action would not be of such intensity, continuity, or duration that it precludes flammulated owl use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that flammulated owls would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to flammulated owls.

Great Gray Owl

There is no known habitat for this species within the JMJP Wilderness. In the event that they are present, the proposed action would not be of such intensity, continuity, or duration that it precludes great gray owl use of the area. No habitat would be removed or altered. No human activities would be to such an extent that great gray owls would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to great gray owls.

Three-toed Woodpecker

The proposed action would not be of such intensity, continuity, or duration that it precludes three-toed woodpecker use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that three-toed woodpeckers would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to three-toed woodpeckers.

Harlequin Duck

There is no known nesting habitat for this species within the JMJP Wilderness.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to harlequin ducks.

BLM Sensitive Species

Piute Ground Squirrel

The proposed action would not be of such intensity, continuity, or duration that it precludes Piute ground squirrel use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that Piute ground squirrels would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to Piute ground squirrels.

Big Brown Bat

The proposed action would not be of such intensity, continuity, or duration that it precludes big brown bat use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that big brown bats would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to big brown bats.

Hoary Bat

The proposed action would not be of such intensity, continuity, or duration that it precludes hoary bat use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that hoary bats would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to hoary bats.

Pallid Bat

There is no known habitat for this species within the JMJP Wilderness.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to pallid bats.

Silver-haired Bat

The proposed action would not be of such intensity, continuity, or duration that it precludes silver-haired bat use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that silver-haired bats would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to silver-haired bats.

Little Brown Bat

The proposed action would not be of such intensity, continuity, or duration that it precludes little brown bat use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that little brown bats would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to little brown bats.

Long-legged Myotis

The proposed action would not be of such intensity, continuity, or duration that it precludes long-legged myotis use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that long-legged myotis would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to long-legged myotis.

Long-eared Myotis

The proposed action would not be of such intensity, continuity, or duration that it precludes long-eared myotis use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that long-eared myotis would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to long-eared myotis.

Western Small-footed Myotis

The proposed action would not be of such intensity, continuity, or duration that it precludes western small-footed myotis use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that western small-footed myotis would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to western small-footed myotis.

Yuma Myotis

The proposed action would not be of such intensity, continuity, or duration that it precludes Yuma myotis use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that Yuma myotis would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to Yuma myotis.

Golden Eagle

The proposed action would not be of such intensity, continuity, or duration that it precludes golden eagle use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that golden eagles would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to golden eagles.

Ferruginous Hawk

There is no known nesting habitat for this species within the JMJP Wilderness.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to ferruginous hawks.

Loggerhead Shrike

The proposed action would not be of such intensity, continuity, or duration that it precludes loggerhead shrike use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that loggerhead shrikes would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to loggerhead shrikes.

Sage Thrasher

The proposed action would not be of such intensity, continuity, or duration that it precludes sage thrasher use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that sage thrashers would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to sage thrashers.

Burrowing Owl

The proposed action would not be of such intensity, continuity, or duration that it precludes burrowing owl use, if present, of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that burrowing owls would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to burrowing owls.

Lewis' Woodpecker

The proposed action would not be of such intensity, continuity, or duration that it precludes Lewis' woodpecker use, if present, of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that Lewis' woodpeckers would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to Lewis' woodpeckers.

Brewer's Sparrow

The proposed action would not be of such intensity, continuity, or duration that it precludes Brewer's sparrow use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that Brewer's sparrows would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to Brewer's sparrows.

Green-tailed Towhee

The proposed action would not be of such intensity, continuity, or duration that it precludes green-tailed towhee use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that green-tailed towhees would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to green-tailed towhees.

Olive-sided Flycatcher

The proposed action would not be of such intensity, continuity, or duration that it precludes olive-sided flycatcher use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that olive-sided flycatchers would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to olive-sided flycatchers.

Willow Flycatcher

The proposed action would not be of such intensity, continuity, or duration that it precludes willow flycatcher, if present, use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that willow flycatchers would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to willow flycatchers.

Long-billed Curlew

The proposed action would not be of such intensity, continuity, or duration that it precludes long-billed curlew, if present, use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that long-billed curlews would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to long-billed curlews.

Trumpeter Swan

There is no known nesting or foraging habitat for this species within the JMJP Wilderness.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to trumpeter swans.

Western or Boreal Toad

The proposed action would not be of such intensity, continuity, or duration that it precludes boreal toad use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that boreal toads would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to boreal toads.

Management Indicator Species

Pileated Woodpecker

The proposed action would not be of such intensity, continuity, or duration that it precludes pileated woodpecker use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that pileated woodpeckers would alter behavior or activities.

Effects Determination

The action alternative would not have direct or indirect effects on pileated woodpeckers. There would be no effect on nesting habitat or forage abundance.

Greater Sage-grouse

Sage-grouse and sage-grouse habitat are present within the JMJP Wilderness. The proposed action would not be of such intensity, continuity, or duration that it precludes sage-grouse use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that sage-grouse would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to greater sage-grouse.

Columbia Spotted Frog

Columbia spotted frogs and habitat are present within the JMJP Wilderness. The proposed action would not be of such intensity, continuity, or duration that it precludes spotted frog use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that spotted frogs would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to Columbia spotted frogs.

Migratory Breeding Birds

Due to the very transitory nature of human activities, it is expected that effects to birds and their habitat would be minimal. The Proposed Action would not be of such intensity, continuity, or duration that it precludes migratory bird use of any portion of the JMJP Wilderness. No habitat for these species would be removed or altered. No human activities would be to such an extent that migratory birds would alter behavior or activities.

Effects Determination

The Action alternative would not have direct or indirect effects on migratory birds. There would be no effect on nesting or foraging habitat.

Elk

Due to the very transitory nature of human activities, it is expected that effects to elk and their habitat would be minimal. The Proposed Action would not be of such intensity, continuity, or duration that it precludes elk use of any portion of the JMJP Wilderness. No habitat would be removed or altered. No human activities that are covered by the JMJP Wilderness Plan would be to such an extent that elk would alter behavior or activities.

Effects Determination

The action alternative would not have direct or indirect effects on elk. There would be no effect on habitat.

Alternative B: Natural-focus*Direct and Indirect Effects**Federally Listed or Candidate Species*

Direct and indirect effects of Alternative B on yellow-billed cuckoos and Canada lynx would be the same as described in Alternative A.

Region 4 Forest Service and BLM Sensitive Species

Direct and indirect effects of Alternative B on all other R4 Forest Service and BLM sensitive species would be the same as described in Alternative A, except as described below to bighorn sheep.

Bighorn Sheep

Recreational pack goat use has the potential to impact bighorn sheep. Studies have shown some potential of disease transmission, especially if there is a situation where direct contact between species occurs. The maximum management alternative has a standard that requires users of pack goats implementing guidelines recommended by the North American Packgoat Association. These guidelines are:

- All pack goats will be on leads or have leads attached to their collar or halter at all times.
- All pack goats will be tethered at night within 30 feet of humans.
- If bighorn sheep are observed within 100 yards of a potential camping area, pack goat users will take all reasonable measures to move their campsite to a different area. Hazing techniques may be used to deter bighorn sheep from moving closer to campsites if necessary.
- Pack goat numbers will be limited to a maximum of three (3) pack goats per person, and a maximum of nine (9) pack goats per group.
- Where bighorn sheep are using trails for travel pack goat users will move off the trail 100 yards. If that distance is not attainable, the pack goat user will travel back along the trail away from the bighorn sheep and exit the trail when the 100 yard distance can be reached. Pack goat users will stay off the trail until bighorn sheep have passed. If visibility is limited to less than 100 yards up trail, a pack goat user will go to the trail and observe for bighorn sheep before continuing with pack goats.
- When accessing browsing areas and water, a pack goat user will check for the presence of bighorn sheep before allowing access for pack goats. Whenever possible, water access will be limited to areas of unlikely bighorn sheep use.

- In event that direct contact of a pack goat and a bighorn sheep is observed, the location and as much of a description as is possible of the sheep and incident will be written, photographed if possible and reported to the appropriate agency as soon as reasonably possible.
- If any pack goat becomes lost, missing or separated from the owner and herd every effort will be exhausted to locate and recover the lost pack goat. If the owner is unable to locate and recover the lost pack goat, contact the Salmon-Challis National Forest or BLM, Challis Field Office by phone immediately. A full disclosure of all available information will be provided including: the last known location (GPS coordinates, legal description, geographic location, name or number of trail or trailhead), the circumstances that resulted in it becoming lost, a description of the pack goat, and any equipment that it was carrying.

Implementing the above guidelines would minimize risk of contact between pack goats and bighorn sheep. The low number of mapped observations of radio-collared bighorn sheep within the JMJP Wilderness will also likely result in few, if any, direct encounters between pack goats and bighorn sheep.

Due to the transitory nature of other human activities, it is expected that impacts to bighorn sheep and their habitat would be minimal. The proposed action would not be of such intensity, continuity, or duration that it precludes bighorn sheep use of any portion of the JMJP Wilderness. No habitat would be removed or altered.

Effects Determination

The proposed action alternative may impact individual bighorn sheep, but would not likely contribute to a trend towards Federal listing or loss of viability or the population or species.

Management Indicator Species

Direct and indirect effects of Alternative B on pileated woodpeckers, greater sage-grouse, and Columbia spotted frogs would be the same as described in Alternative A.

Migratory Birds and Elk

Direct and indirect effects of Alternative B on migratory birds and elk would be the same as described in Alternative A.

Alternative C: Minimum Management

Direct and Indirect Effects

Federally Listed or Candidate Species

Direct and indirect effects of Alternative C on yellow-billed cuckoos and Canada lynx would be the same as described in Alternative A.

Region 4 Forest Service and BLM Sensitive Species

Direct and indirect effects of Alternative C on all other R4 Forest Service and BLM sensitive species would be the same as described in Alternative A.

Bighorn Sheep

Recreational pack goat use has the potential to impact bighorn sheep. Studies have shown some potential of disease transmission, especially if there is a situation where direct contact between species occurs. The minimum management alternative has no direction regarding contact between pack goats and bighorn sheep.

The low number of mapped observations of radio-collared bighorn sheep within the JMJP Wilderness would likely result in few, if any, direct encounters between pack goats and bighorn sheep.

Due to the transitory nature of other human activities, it is expected that impacts to bighorn sheep and their habitat would be minimal. The Proposed Action would not be of such intensity, continuity, or duration that it precludes bighorn sheep use of any portion of the JMJP Wilderness. No habitat would be removed or altered.

Effects Determination

The proposed action alternative may impact individual bighorn sheep, but would not likely contribute to a trend towards Federal listing or loss of viability or the population or species.

Management Indicator Species

Direct and indirect effects of Alternative C on pileated woodpeckers, greater sage-grouse, and Columbia spotted frogs would be the same as described in Alternative A.

Migratory Birds and Elk

Direct and indirect effects of Alternative C on migratory birds and elk would be the same as described in Alternative A.

Cumulative Effects

Cumulative effects are *“the incremental impacts of the proposed action and alternatives when added to effects of other actions both on National Forest System lands and other adjacent federal, state, or private lands”* (40 CFR 1508.7).

CEQ regulations do not require the consideration of the individual effects of all past actions to determine the present effects of past actions. In regard to past actions, the agency must determine what information regarding past actions is useful and relevant to the required analysis of cumulative effects during the scoping process and the preparation of the analysis. Dependent upon the proposed action, the accounting for past actions and specific information about the direct and indirect effects of their design and implementation could, in some contexts, be useful to predict the cumulative effects of the proposal. The CEQ regulations, however, do not require agencies to comprehensively list and analyze all individual past actions. Just because information about past actions may be available or obtained with reasonable effort does not mean that it is relevant and necessary to inform decision making (40 CFR 1508.7).

The management plan for the Jim McClure-Jerry Peak Wilderness is not anticipated to result in cumulative effects to wildlife.

NOXIOUS AND NON-NATIVE INVASIVE SPECIES

Affected Environment

The Jim McClure-Jerry Peak Wilderness contains large, contiguous, intact, native plant communities. While the area is generally pristine, there is potential for invasion and expansion of non-native invasive species. Currently, most known infestations of terrestrial invasive plants within the Wilderness occur in areas of human disturbance. These disturbances are related to a variety of land use practices, including, but not limited to: historic road construction, trail construction and maintenance, unauthorized motorized and non-motorized trail construction, commercial livestock grazing, recreational livestock grazing (pack stock), dispersed camping, fire (prescribed and wildfire) and range improvements.

An integrated weed management approach, where multiple treatment methods are applied in conjunction with prevention and education, has been utilized within the wilderness in the past. These methods include herbicide, biological control (insects), and manual control (hand-pulling or digging with hand tools).

The largest known infestation of an Idaho State listed noxious weed is located on BLM lands at the south end of Herd Lake near the wilderness boundary. There is a 2.5 acre infestation of Canada thistle (*Cirsium arvense*) in the sub-irrigated wetlands adjacent to the lake. Due to the close proximity to water, this site has been treated with biological control agents (insects) since 2004. Approximately 12,570 Canada thistle gall flies (*Urophora carduii*) and Canada thistle stem mining weevils (*Ceutorhynchus litura*) have been released. Cheatgrass (*Bromus tectorum*) occurs in several sites within the wilderness. These infestations are generally isolated and are primarily attributed to past disturbances such as salting sites, stock tie areas, campsites and trails. No cheatgrass infestations larger than 2 acres have been found. Herbicide treatment of cheatgrass has been limited in the past due to a lack of infestation inventories and logistical constraints. It is expected that cheatgrass treatments will increase in the near future.

Other non-native plant species of lesser concern have been surveyed in the wilderness. These tend to be invasive annuals that pose less of a threat to native species and therefore less of an impact on naturalness or wilderness character. These species are also found in areas of frequent disturbance, primarily stock tie areas in camps.

Alternative A: Proposed Action

Direct and Indirect Effects

The proposed management of the Jim McClure-Jerry Peak Wilderness would have very little measurable impact on the introduction or expansion of invasive species. The wilderness would be managed in a manner that limits ground disturbing activities and human disturbance, thereby reducing the potential for weed invasion. Increased monitoring and presence by land managers would also aid in the early detection of invasive species. An increase in prevention measures within the wilderness and at portals entering the wilderness will reduce the potential for expansion. The use of certified weed-free forage will be enforced and education measures will be applied to inform the public about weed identification and the impact they cause on the environment and wilderness character.

The treatment methods proposed will have minimal temporary impacts on wilderness users. Recently, treated areas indicated by blue dye or dead and dying vegetation may be encountered along trails or in campsites. The reduction in non-native invasive species, along with the restoration of desirable native vegetation, will improve the naturalness and wilderness character in the long term.

Natural processes should always be favored to restore disturbed vegetation in order to maintain the Untrammeled, Natural, and Undeveloped qualities of wilderness character, as well as outstanding

opportunities for Solitude or Primitive and Unconfined Recreation. However, in some cases, restoration management activities may be needed to restore vegetation and to preserve or enhance the area's wilderness character despite the impacts of such activities on the untrammeled quality of wilderness character. The need for active restoration and the alternatives available for conducting restoration activities must be analyzed using the Minimum Requirements Decision Guide (MRDG). An analysis using the MRDG must be made in non-urgent situations to determine whether or not any restoration action within a wilderness is warranted. The MRDG must also be used to determine the most appropriate method to use in order to minimize impacts to wilderness qualities.

Group size limits under this alternative would prohibit groups over 12 people and the number of stock would be limited to 20 head. These limitations would maintain the current disturbance footprint of most established campsites and, therefore, not remove native vegetation or increase the potential for the expansion of invasive species within these sites.

Under this alternative the Upper Lake Creek Campground and associated road would remain. The facilities at the campground will not be removed, the road prism would not be narrowed and existing culverts would remain in place.

Alternative B - Natural Focus

Direct and Indirect Effects

This alternative would maintain the same group size as Alternative A (12 people) but would limit the head of stock per group to 14. Effects to invasive species would be similar to Alternative A. The minor reduction in the number of stock is not expected to have a measurable impact on ground disturbance or invasive species.

Under this alternative, the facilities at the Upper Lake Creek Campground would be removed and the existing road would be converted to a wilderness appropriate trail. Rehabilitation of this road would include the removal of multiple culverts, reducing the footprint of the existing road and retreading the road to a wilderness appropriate trail sub-surface material. The ground disturbance and creation of bare ground associated with these actions would increase the probability of invasive species infestations in those newly disturbed sites. Aggressive monitoring and treatment of these areas may not entirely prevent the establishment of invasive species along the rehabilitated road.

Alternative C - Minimum Management Requirement

Direct and Indirect Effects

Effects to non-native invasive species under this alternative would be consistent with effects discussed in Alternative A regarding treatment of weeds and the use of an MRDG.

Under Alternative C, however, there would be no direction that emphasizes minimizing introductions and control of small infestations, no emphasis on education for weed prevention, and no group size limits.

Under this alternative there would be no limit on the number of people or stock per group that could enter the wilderness. Based on historic and current visitor use observations, the JMJP Wilderness does not receive the visitation by larger group sizes that adjacent wilderness areas experience. While groups larger than 12 people (Alternative A and B), 20 head of stock (Alternative A) or 14 head (Alternative B) are not anticipated, there is still potential for a large group of people or stock under this alternative. Groups larger than 12 people and/or 20 head of stock will have an impact on vegetation within established campsites and stock tie areas that normally support smaller groups. It is expected that soil compaction, as well as the footprint of disturbance, will expand in these sites. The overall increase in use

would result in a higher potential for the introduction and expansion of invasive species, which, in turn, would have impacts on wilderness character and naturalness.

The Upper Lake Creek Campground would not be removed (same as Alternative A).

Cumulative Effects

Cumulative effects are *“the incremental impacts of the proposed action and alternatives when added to effects of other actions both on National Forest System lands and other adjacent federal, state, or private lands”* (40 CFR 1508.7).

CEQ regulations do not require the consideration of the individual effects of all past actions to determine the present effects of past actions. In regard to past actions, the agency must determine what information regarding past actions is useful and relevant to the required analysis of cumulative effects during the scoping process and the preparation of the analysis. Dependent upon the proposed action, the accounting for past actions and specific information about the direct and indirect effects of their design and implementation could, in some contexts, be useful to predict the cumulative effects of the proposal. The CEQ regulations, however, do not require agencies to comprehensively list and analyze all individual past actions. Just because information about past actions may be available or obtained with reasonable effort does not mean that it is relevant and necessary to inform decision making (40 CFR 1508.7).

The management plan for the Jim McClure-Jerry Peak Wilderness is not anticipated to result in cumulative effects to noxious or non-native invasive species.

SUMMARY OF RESOURCES NOT ANALYZED IN DETAIL

The following is a discussion of the concerns not analyzed in detail and the reasons regarding their categorization. Additional information on each of these concerns is found in specialist reports in the project record.

Soil, Water, Air, Riparian Resources

The desired conditions, goals, standards and guidelines for soil, water, air and riparian resources developed in the Wilderness Management Plan are supported by standards and guidelines developed for other resources and are similar with a few exceptions in alternatives A and B. Both alternatives A and B provide excellent management direction for soil, water, air and riparian resources with the best protection provided by alternative B which includes greater limits on pack stock and fire rings and eliminates the Upper Lake Creek Campground and road. Alternative C although not measurably different from the other alternatives does little to preserve and protect the wilderness character of this landscape above that of surrounding Forest and BLM land. In summary, these resources were eliminated from detailed analysis due to the limited effects and inability to effectively distinguish trade-offs between alternatives.

Fisheries

The desired conditions, goals, standards and guidelines for fisheries resources developed in the Wilderness Management Plan are supported by standards and guidelines developed for other resources and are carried through all action alternatives. These standards and guidelines protect fisheries resources equally between all action alternatives. There would be no direct or indirect effects to ESA-listed fish or designated critical habitat resulting from the implementation of the alternatives.

Wild Horses

Alternatives A, B and C present the same direction for the management of wild horses. The proposed direction ties directly to BLM policy for management of wild horses within wilderness (BLM Manual 6340). Consequently, there are no distinct differences between the three alternatives for wild horse management.

Climate Change

The same desired conditions, goals, standards and guidelines as in Alternative A (Proposed Action) would be included in Alternative B (Natural-Focus Alternative) and Alternative C (Minimum Management) and would not result in any measureable difference between alternatives.

Fire and Fuels

The desired conditions, goals, standards and guidelines for fire and fuels resources developed in the Wilderness Management Plan are supported by standards and guidelines developed for other resources. These standards and guidelines lay out the framework for fire and fuels management. Alternatives A and B would provide for the full suite of fire and fuels management actions to be used if needed. Alternative C would limit the scope of management activities on the BLM-managed portion of the Wilderness to only allowing initial attack and full suppression, which could negatively affect fire and fuels management. Although Alt C could have negative effects they are limited.

Vegetation and Botany

The variability in the three alternatives will not impact vegetation management in the JMJP Wilderness in a measurable way. Due to the scale of impacts to vegetation being small and unmeasurable, there

would be no way in which to express differences between the alternatives. Standards and guidelines proposed in Recreation section would help maintain and protect vegetation.

Heritage and Cultural Resources

The desired conditions, goals, standards and guidelines for heritage resources developed in the Wilderness Management Plan are supported by standards and guidelines developed for other resources and are carried through all action alternatives. These standards and guidelines protect heritage resources equally between all action alternatives.

Tribal

The desired conditions, goals, standards and guidelines for tribal resources developed in the Wilderness Management Plan are supported by standards and guidelines developed for other resources and are carried through all action alternatives. These standards and guidelines protect tribal resources equally between all action alternatives.

Range

The three alternatives would generally not impact activities which are part of the grazing management authorized to take place in the Jim McClure-Jerry Peak Wilderness. Wilderness law and policy direct two exceptions: method of access and, in some locations, the use of natural materials for maintaining the range improvements as required in the term grazing permits. Due to this limited effect on grazing management activities, the scale of impacts between alternatives is small and relatively unmeasurable. Given Congressional livestock grazing direction for designated Wilderness, no further analysis of grazing management activities is warranted.

Minerals

There are no mining claims, mineral material sites or hazardous abandoned mine land features within the JMJP Wilderness. There is no potential for direct, indirect, or cumulative effects.

Environmental Justice and Socioeconomics

In accordance with Executive Order 12898, all action alternatives were assessed to determine whether they would have disproportionately high and adverse human health or environmental effects, including social and economic effects, on minority or low-income human populations. The percent of the Custer County population categorized as minority (American Indian (0.6%), Black (0.0%), Asian (0.0%), Native Hawaiian/Pacific Island (0.4%), multi-racial (1.1%), other (0.4%)) was 2.5% in 2015, and was less than the 8.3% for the State of Idaho (U.S. Department of Commerce, 2016). The percent American Indian was lower for Custer County (0.6%) than for the State (1.3%) in 2015. The percent of families living in poverty was higher for Custer County (14.5%) compared to the State (8.2%). Given the nature of the proposed action and demographics of the area, disproportionate human health and environmental effects on minority or low income communities are not projected.

Chapter 4 - Consultation and Coordination

The Forest Service consulted the following individuals, Federal, state and local agencies, tribes and non-Forest Service persons during the development of this environmental assessment:

INTERDISCIPLINARY TEAM MEMBERS

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Support Team Members, Position

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Appendix A

DIRECTION ESTABLISHED BY LAW OR POLICY

Direction	Common to All Alternatives	Law/Policy/Direction
Wilderness		
Standard	JMJP-001- Implement proposed actions only when necessary to meet minimum requirements for the administration of the areas as wilderness and to have the least impact to wilderness character.	Wilderness Act - Section 4: Except as otherwise provided in this Act, each agency administering any area designated as wilderness shall be responsible for preserving the wilderness character of the area and shall so administer such area for such other purposes for which it may have been established as also to preserve its wilderness character. BLM Manual 6340 1.6.B
Standard	JMJP-003 - If total traveling and campsite encounters increase by 10% ¹¹ or more over two monitoring periods management actions will be taken to maintain wilderness character, as described under the Management Actions.	FS Wilderness Character Monitoring Technical Guide (Landres et al., in press).
Guideline	JMJP-004 - Allow natural processes to maintain ecosystem functions, whenever possible. Where human activities have altered conditions in the Wilderness, active restoration may be considered if it is determined through MRA to be the minimum necessary for the administration of the area for the purpose of the Wilderness Act.	BLM Manual 6340 1.6 C. 7, 15, 18 and 21. FSM 2323.54 - Reforestation FSM 2323.43a - Watershed Condition Improvement FSM 2323.33a - Reintroductions
Guideline	JMJP-05 - For the purpose of determining the minimum requirement, conduct a minimum requirements analysis for any non-emergency action, including those proposed by State and federal agencies that includes a prohibited use as described in Section 4(c) of the Wilderness Act, or for other actions that may impair wilderness character.	Directs toward future actions and analysis.

¹¹ Threshold is established in the FS Wilderness Character Monitoring Technical Guide (Landres et al., in press). If this guidance is revised, the most current threshold for change would be used. Monitoring cycle for this measure is at least every five years, as established in the Technical Guide.

Direction	Common to All Alternatives	Law/Policy/Direction
Guideline	JMJP-006 - Ensure, where possible, management between the Forest Service and BLM, including regulation of visitor uses, appears seamless to the public. Where differences in agency policy occur, and if allowable by law, regulation, or policy, the WMP will endeavor to apply the stricter policy to the adjacent land of the other agency.	Procedural
Management Actions	Management actions for the preservation of wilderness character may include management actions described in the following resources, predominately those which manage human uses of wilderness, such as those described in the Recreation section (p. 19, Management Actions), in conformance with a site-specific MRA, and NEPA analysis, as necessary.	Directs to elsewhere in the Plan.
Soil, Water, Air, Riparian Resources		
Management Actions	If human activities are contributing to a loss of soil integrity or degradation of water quality, management actions would be implemented as appropriate to the cause.	Directs toward future actions and analysis.
Vegetation and Botanical Resources		
Standard	JMJP-013 - Control or eradicate noxious and nonnative invasive plant species to the extent possible within occupied and potential sensitive plant species habitat while having the least impact on wilderness character.	Directs to other plans/NEPA.
Management Actions	When monitoring shows that wilderness character or plant populations are being degraded, apply management actions based on the causal factor as described under other resource sections within this document. For example, impacts from recreational uses would be managed as described in the Recreation section.	Directs toward future actions and analysis.
Noxious and Non-Native Invasive Species Management		
Standard	JMJP-014 - Require the use of certified noxious weed free hay and straw entering the Wilderness as well as public lands adjacent to the Wilderness.	Existing rule

Direction	Common to All Alternatives	Law/Policy/Direction
Guideline	JMJP-015 - On NFS land, use pesticides and herbicides in accordance with the design criteria identified in the SCNF Invasive Plant Treatment Record of Decision (ROD) (2016), or most current direction, as well as associated consultation documents from the regulatory agencies, and require, as appropriate, a pesticide use proposal approved by the Regional Forester. The primary methods of control shall use non-motorized, non-mechanized means, such as hand pulling and herbicide application using backpack sprayers. The use of different treatment methods will be analyzed further through an MRA.	Directs to other plans/NEPA
Guideline	JMJP-016 - On BLM-managed land, follow the direction for invasive plant treatments contained in BLM Manual 6340—Management of Designated Wilderness Areas, as well as the BLM Challis-Salmon Integrated Weed Control Program EA (March, 2009; or most current). These applications will undergo the MRA process as described in BLM Manual 6340. A Pesticide Use Proposal, signed by the Field Manager, state weeds coordinator, and the Associate State Director.	Directs to other plans/NEPA
Guideline	JMJP-017 - Treat areas for noxious and non-native species focusing on early detection and rapid response, as monitoring and visitor use mandates.	Directs to other plans/NEPA
Guideline	JMJP-018 - Work in close coordination with cooperating agencies within the Custer Cooperative Weed Management Area.	Procedural
Management Actions	Develop measures to mitigate the potential for the spread or introduction of invasive species for any ground disturbing activities.	Procedural
Wildlife and Fisheries Resources		
Standard	JMJP-019 - Implement measures to minimize contact between bighorn sheep and domestic goats used for packing (See Appendix 3). Measures identified may be expanded or revised, based on research.	FSM 2323.3 BLM Manual 6340 1.6. C 21.c.
Guideline	JMJP-020 - Continue to work cooperatively with IDFG to reduce the risk of disease transmission or other stressors between bighorn sheep and domestic animals. If necessary to preserve wilderness character, consider actions up to and including the closure of all or part of the wilderness to recreational pack goat and sheep.	

Direction	Common to All Alternatives	Law/Policy/Direction
Guideline	JMJP-021 - Work cooperatively with the Idaho Department of Fish and Game regarding their fish and wildlife management programs to assure the guidelines of the AFWA, BLM, and FS document are applied and that policies outlined in BLM Manual 6340 and FSM 2320 are followed.	BLM Manual 6340 1.6 C. 21 FSM 2323.32
Management Actions	Specific written approval or permits from the federal administering agency will be obtained before erecting any structure or installation, or using motorized vehicles.	BLM Manual 6340 1.6. C 21.b.ii FSM 2326 and 2323.3 US District Court for the District of Idaho, Case No. 4:16-cv-12-BLW Memorandum Decision
Recreation		
Standard	JMJP-024 - Require removal of refuse and inorganic waste from wilderness.	Challis FP: Recreation – dispersed sites (1.b.1) - All dispersed areas will be managed for pack-in, pack-out policy. (p. IV-11) Challis RMP: People would be required to pack out and dispose of their litter properly. (Attachment 19; p 132) FSM 2323.13a: “ <u>Solid Waste Management</u> . Utilize a "pack-in, pack-out" policy. Do not permit burying of garbage. Dispose of past accumulations of debris”.
Management Actions	Actions for managing recreational use fall into one of three categories: education, engineering and enforcement. Information and education are most commonly employed to modify visitor behavior, adjust visitor attitudes and expectations, and alter the spatial and temporal distribution of use. Common examples include the “Leave No Trace” program, signs, and visitor contacts. Engineering includes site design, construction and maintenance; for example, providing, removing or relocating facilities (campsites, trails), or using vegetation or other physical barriers to direct visitor use. Regulations with enforcement can be used to implement all management strategies. Examples include restricting or prohibiting access to specific locations, access at particular times, certain types of behavior, particular activities, equipment or modes of travel, length of stay, and group size. For more information see the Visitor Use Management Framework (Interagency Visitor Use Management Council 2016).	Directs toward future actions and analysis.

Direction	Common to All Alternatives	Law/Policy/Direction
Management Actions	Indirect methods (e.g. education) for managing recreational use are preferred. Management actions would include direct, on-site actions and site-specific regulations for unusual cases where indirect methods are unsuccessful.	FSM 2323.12 BLM Manual 6340 1.6. C. 13
Management Actions	Currently, visitor use patterns and impacts do not indicate that there is a need to implement a visitor use permit system to protect wilderness character. Managers will continue to monitor visitor impacts to wilderness character and the physical resource to determine if additional management actions, such as a wilderness permit system, may be required in the future.	Directs toward future actions and analysis.
<u>Trails</u>		
Standard	JMJP-027 - If total miles of user-developed routes increases by more than 3% ¹² or more over two monitoring period, management actions will be taken to preserve wilderness character, as described under the Management Actions.	FS Wilderness Character Monitoring Technical Guide (Landres et al., in press).
<u>Camping</u>		
Standard	JMJP-028 - Limit campsite occupancy to 14 days in accordance with BLM Regulation: ID-913-02-4740-04.	Existing BLM regulations. Would be established in FS special order.
Standard	JMJP-029 - Restrict cutting of live trees, including whitebark pine, for fuel wood (36 CFR 261.6; 43 CFR Part 6302.20). Collection of dead and downed wood is acceptable.	36 CFR 261.6; 43 CFR Part 6302.20
Standard	JMJP-031 - If average campsite condition impact score increases by 5% ¹³ or more over two monitoring periods management actions will be taken to maintain wilderness character, described below.	FS Wilderness Character Monitoring Technical Guide (Landres et al., in press).
Management Actions	No permits are currently required for overnight camping; however, a permit system may be implemented if monitoring indicates impacts to resources or wilderness character are occurring.	Directs toward future actions and analysis.

¹² Threshold is established in the FS Wilderness Character Monitoring Technical Guide (Landres et al., in press). If this guidance is revised, the most current threshold for change would be used. Monitoring cycle for this measure is every five years, as established in the Technical Guide.

¹³ Threshold is established in the FS Wilderness Character Monitoring Technical Guide (Landres et al., in press). If this guidance is revised, the most current threshold for change would be used. Monitoring cycle for this measure is every five years, as established in the Technical Guide.

Direction	Common to All Alternatives	Law/Policy/Direction
Management Actions	<p>When the campsite condition threshold is met or exceeded, additional management actions would be considered and may include, but are not limited to:</p> <ul style="list-style-type: none"> a) Make campsites less appealing or accessible. Remove fire rings and other evidence of human use. Rehabilitate campsites. (See the section on Developments and Other Human Effects or Disturbances for more information.) b) Increase education at trailheads or portals with techniques such as: posting restoration information, encouraging visitors to avoid campsites undergoing restoration, or suggesting alternative camping locations (also see Wilderness Education and Interpretation section). c) Implement site closures, and inform the public by posting notices on portals and at administrative sites. d) Establish overnight stay limits at sites. e) Require human waste to be packed out. f) Designate specific campsites for stock use. g) Further limit the number of stock allowed when camping overnight. h) Prohibit overnight grazing of pack and saddle stock. i) Prohibit use of stock where warranted. j) Establish voluntary registration at trailheads. k) Mandatory, self-issue permits. l) Designated campsites. 	Directs toward future actions and analysis.
<u>Recreational Horse and Stock Use</u>		
Standards	JMJP-035 - Stock animal feed (hay, straw, and/or pellets) is required to be certified weed-free (FS Order Number 04-00-097; BLM Supplementary Rule ID-913-02-4740-04).	Existing regulations
Management Actions	The Recreation and the Camping sections detail management actions that may be implemented if overuse occurs.	Directs to other sections in the Plan.
<u>Signs</u>		
Standard	JMJP-038 – Do not provide destination or interpretive signs.	BLM Manual 6340 1.6. C. 13. c. iii. FSM 2324.33f

Direction	Common to All Alternatives	Law/Policy/Direction
Standard	JMJP-039 - Place Wilderness boundary signs at known access points, such as along trails, in drainages and at passes.	BLM Manual 6340 1.6. C. 13. c. iii and 1.6 A and B. FSM 2320.2 - Objectives
Guideline	JMJP-041 - Place information signs or kiosks containing wilderness and natural resource interpretive information and interagency information at trailhead parking areas outside of the Wilderness, as necessary.	BLM Manual 6340 1.6. C. 13. c. iii. FSM 2324.33f
Guideline	JMJP-042 - At designated trail junctions, provide the minimum amount of signs necessary for either the routing or location of the traveler or for the protection of the wilderness resource (2324.33f, BLM 6340 1.6.C.13.c.iii.).	BLM Manual 6340 1.6. C. 13. c. iii. FSM 2324.33f
Management Actions	Within the Wilderness, signs will be made of native material (e.g. wood, rock), and will be constructed in accordance with sign policy (FS, 2013; BLM 2016). Agencies will remove or replace all existing signs not in conformance with these standards to protect resource values and wilderness character.	BLM Manual 1.6. C. 13. c. iii. FSM 2324.33f: 1.
Cultural Resources and Tribal Governments		
Standard	JMJP-043 - Group size and length of stay limitations do not apply to the Tribes when exercising off-reservation treaty rights.	Fort Bridger Treaty
Guideline	JMJP-044 - Use interpretive monographs, brochures, portal contacts, wilderness ranger contacts and other appropriate methods to educate and enhance public appreciation and protection of heritage resources and the wilderness experience.	FSM 2323.8
Management Actions	Within the Wilderness boundary, archaeological survey that meets modern professional standards has been minimal. Further surface pedestrian survey would be conducted in accordance the NHPA. These studies will allow for a better understanding of past cultural use within the Wilderness boundary and the surrounding geographic region. The information gained through these investigations will be used to refine and improve the management of cultural resources within the Wilderness and the region.	FSM 2323.8
Management Actions	Conduct archaeological inventory, site evaluation, site monitoring, protection, interpretation, and additional research to locate, preserve, and/or enhance cultural resources.	Procedural

Direction	Common to All Alternatives	Law/Policy/Direction
Management Actions	Prepare a Cultural Resource Overview of the JMJP Wilderness. Prepare a Historic Preservation Plan for the JMJP Wilderness based on the results of the Cultural Resource Overview.	Direction to prepare additional documents.
Livestock Grazing Management		
Standard	JMJP-045 - Identify the terms and conditions of livestock grazing on NFS and BLM-managed lands in grazing permits, as directed by the Forest Plan and applicable amendments and the BLM Challis RMP.	Procedural
Standard	JMJP-046 - Prohibit use of motor vehicles for routine livestock monitoring, herding, and gathering.	BLM Manual 6340 1.6. C. 8. FSM 2323.2
Guideline	JMJP-047 - Grazing operations within wilderness, where livestock grazing was present at the time of wilderness designation, are guided by the Congressional Grazing Guidelines (House Report 96-617, 1979; and House Report 101-405 Appendix A, 1990), the Forest Service Manual Chapter 2320 (Wilderness Management), the Forest Plan and applicable amendments, and BLM Manual 6340 and 43 CFR 4100.	House Report 96-617, 1979; and House Report 101-405 Appendix A, 1990.
Management Actions	Existing range improvements within the JMJP Wilderness that are agreed to be obsolete by both the permittees and the agencies, consistent with the NHPA, may be removed.	Procedural
Management Actions	The vacant East Pass Creek Sheep and Goat Allotment would be neither closed nor reauthorized for grazing under this Plan.	Directs toward future actions and analysis.
Management Actions	Actions for the management of livestock grazing would be considered and analyzed according to the regulations in 36 CFR Part 222, and 43 CFR 4100.	Existing regulation.
Wild Horse Management		
Standard	JMJP-048 - When managing wild horses within the Wilderness, employ uses prohibited by Section 4(c) of the Wilderness Act only when necessary to meet the minimum requirements for administering the area for the purpose of the Wilderness Act or when the uses are required under the WFRH&B (BLM Manual 6340).	BLM Manual 6340 1.6. C. 20 Wild Free-Roaming Horse and Burro Act
Guideline	JMJP-049 - In cases where impacts to springs and riparian systems result from wild horses, consider mitigation measures to prevent further degradation or to restore wilderness character.	Directs toward future actions and analysis.
Guideline	JMJP-050 - When revising the Challis Herd Management Plan, identify management actions required to preserve wilderness character in addition to maintaining healthy populations of wild horses.	BLM Manual 6340 1.6. C. 20

Direction	Common to All Alternatives	Law/Policy/Direction
Guideline	JMJP-051 – Hold periodic gathers, as necessary, to achieve AML within the CHMA. If gathers are necessary, on-the-ground activities within Wilderness will be accomplished on foot or by horseback. If MRA results in motorized means for horse gathers, aircraft (including helicopters) may be used to survey, herd, capture, and monitor wild horses. Landings are not permitted except in an emergency.	BLM Manual 6340 1.6. C. 20
Management Action	The Challis RMP and the Challis Herd Management Plan describe management of wild horses.	Statement/reference to other plans.
Management Action	When horses are determined to be above the carrying capacity a gather would be conducted when feasible in coordination with BLM Idaho and the BLM National wild horse program.	Directs toward future actions and analysis.
Minerals		
Guideline	JMJP-052 - Mineral activities for scientific or recreational purposes will be conducted in a manner compatible with the preservation of the wilderness environment. Rockhounding will be allowed only in a manner causing negligible surface disturbance.	BLM Manual 6340 1.6. C. 11 FSM 2323.7
Guideline	JMJP-053 - Information about minerals or other resources within Wilderness may be gathered if such activity is compatible with the preservation of the Wilderness and casual use. Casual use may involve minor activity, such as sampling with hand tools, but does not involve explosives or mechanized earth-moving equipment.	BLM Manual 6340 1.6. C. 11 FSM 2323.7
Management Actions	Designate the wilderness area as a free-use area per 36 CFR 228.62 and develop rockhounding rules such as a collection limit of 25 pounds per person per year using only hand tools in a recreational manner and leaving no trace of rockhounding activities.	Regulation referenced.
Management Actions	Restrict collection of minerals to scientific research and by special use permit only.	BLM Manual 6340 1.6. C. 11 FSM 2323.7
Management Actions	Deny applications for permits for the removal of common variety mineral materials under the Mineral Material Act of July 31, 1947, as amended and supplemented.	Wilderness Act BLM Manual 6340 1.6. C. 11 FSM 2323.7
Management Actions	If valid rights for locatable minerals pre-date Wilderness establishment and withdrawal from mineral entry, a Notice of Intent or Plan of Operations will be processed according to 36 CFR 228.4.	Wilderness Act BLM Manual 6340 1.6. C. 11. FSM 2323.7

Direction	Common to All Alternatives	Law/Policy/Direction
Fire Management		
Standard	JMJP-054 – For FS, prior approval from the Forest Supervisor must be obtained to use motorized equipment or mechanized transport in wilderness for fire management activities (FSM 2326.04c and 2326.1). This includes, but is not limited to, retardant drops, water drops, and other ground-based intrusions.	FSM 2326.04c and 2326.1
Standard	JMJP-055 - For BLM, prior approval from the Field Office Manager must be obtained for helicopter bucket work, dip sites, water delivery, motorized water pumps, aerial retardant application, air transport, personnel shuttle, supply drops, and chainsaw use. Prior approval from the District Manager must be obtained for motor vehicle use including engines, transports, crew trucks, UTV/ATV, as well as helispot construction, and heavy equipment use (BLM Manual 6340 1.6 C. 7, ID-IM-2016-025).	BLM Manual 6340 1.6 C. 7. BLM Idaho Instruction Memorandum.
Standard	JMJP-056 - Initial action on human-caused wildfire will be to suppress the fire at the lowest cost with the fewest negative consequences with respect to firefighter and public safety. (Interagency Standards for Fire and Fire Aviation Operations, 2017)	Interagency Standards for Fire and Fire Aviation Operations
Guideline	JMJP-057 - Determine actions for each wildland fire consistent with the protection of wilderness character (FSM 2324.23 and BLM 6340 1.6 C.7) and will ensure the safety of firefighters, the public, and consider the impacts to private property and developed facilities in surrounding areas.	FSM 2324.23 BLM 6340 1.6C.7
Guideline	JMJP-059 - Coordinate with wilderness specialists and adjacent landowners, as appropriate, to develop compatible wildland fire management strategies.	Procedural
Guideline	JMJP-060 - Prescribed fire may be considered in the JMJP Wilderness and will be evaluated consistent with FS and BLM policy (FSM 2320, BLM 6340).	FSM 2324.2 BLM Manual 6340 1.6. C. 7
Guideline	JMJP-061 - Allow campfires, except when existing and expected fire danger justifies implementation of fire closure orders. Coordinate proposed fire closures and restrictions Wilderness-wide.	Would be established in special order.
Management Actions	Use Minimum Impact Suppression Tactics (MIST) and assign Resource Advisors with knowledge and training or experience in wilderness management to fires in the plan area to minimize suppression impacts to wilderness character. Disturbance caused by suppression actions would be returned to as natural a condition as possible (FSM 2324.23, BLM Manual 6340 1.6 C. 7).	FSM 2324.23 BLM Manual 6340 1.6 C. 7
Commercial Services		

Direction	Common to All Alternatives	Law/Policy/Direction
Standards	JMJP-062 - Prohibit commercial services that are not wilderness-dependent.	BLM 6340 1.6.C.4 FSM 2323.13g
Management Actions	If monitoring of commercial outfitting shows that negative impacts are occurring, management actions may include, but are not limited to: limiting the number of days that outfitter and guides are authorized, limiting areas in which certain guides are authorized, or establishing additional limitations on group sizes.	Directs toward future actions and analysis.
Research		
Standard	JMJP-064 - Require all authorized researchers to provide a copy of findings to the FS and the BLM.	Procedural
Standard	JMJP-065 - Evaluate proposals for research in accordance with the Framework to Evaluate Proposals for Scientific Activities in Wilderness. An MRA would be completed, as appropriate, to ensure activities are the minimum necessary for administering area for the purpose of the Wilderness Act. All parties interested in conducting research activities in Wilderness must have prior authorization.	BLM Manual 6340 1.6. C. 14 FSM 2324.4
Guideline	JMJP-066 - Prohibit proposals that do not contribute to stewardship of the area as wilderness when they can be accomplished outside of Wilderness or if they cannot be conducted in a manner compatible with the preservation of wilderness character.	BLM Manual 6340 1.6. C. 14 FSM 2324.42
Law Enforcement and Search and Rescue		
Standard	JMJP-068 – For the purpose of ensuring SAR operations comply with wilderness regulations, except as otherwise necessary to provide for human life or recovery, the use of motorized and mechanized equipment for emergencies involving the life and safety of people must be approved by the Forest Supervisor/BLM Field Manager (or designated authority).	Wilderness Act, Section 4c BLM Manual 6340 1.6.C.17. FSM 2326.1
Guideline	JMJP-069 - Use visitor education to achieve management objectives, where feasible.	BLM Manual 6340 1.6. C.6 FSM 2323.12
Guideline	JMJP-070 - Helicopter landing areas would use natural terrain features. Care should be taken that vehicles used in SAR operations do not transport noxious weeds or cause unacceptable resource or social impacts. Immediately address any resource damage resulting from search and rescue operations.	BLM Manual 6340 1.6.C.17. FSM 2324.3

Direction	Common to All Alternatives	Law/Policy/Direction
Management Actions	As appropriate, seek to develop an MOU or other formal agreement with Custer County for SAR operations that covers the appropriate use of motorized equipment and mechanized transportation inside Wilderness, including any necessary information for Forest Service or BLM to authorize the use.	BLM Manual 6340 1.6 A. 3. FSH 1509.11
Developments and Other Human Effects or Disturbances		
Standard	JMJP-071 - Stay limits for all persons and personal property, including game cameras, will not exceed 14 days. Traditional geocaching is prohibited.	BLM Supplementary rule LLIDI01000-10- L12200000.AL0000
Standard	JMJP-072 - Maintain installations and structures if they are associated with a valid existing right or if they are the minimum necessary for the administration of the Wilderness where temporary or other management actions are not providing adequate protection in accordance with an MRA (FSM 2323.13; BLM Manual 6340 1.6.B. 2.).	FSM 2323.13 BLM Manual 6340 1.6.B. 2.
Management Actions	Unattended personal property not associated with an active camp will be removed by FS and/or BLM personnel, and held for 30 days at the appropriate FS or BLM office. If possible, the owner of the personal property would be contacted.	Procedural
Wilderness Education and Interpretation		
Standard	JMJP-073 - Prohibit interpretive trails in the JMJP Wilderness.	BLM Manual 6340 1.6.C.6 FSM 2324.33f
Management Actions	Incorporate wilderness education principles (e.g., wilderness character, safety, "Leave No Trace," sensitive resources, noxious weeds, or other area information) in brochures, on the BLM and FS websites, on agency maps, at visitor centers, or on other educational materials that describe the Wilderness.	No analysis necessary.

Direction	Common to All Alternatives	Law/Policy/Direction
Management Actions	<p>Education may include, but is not limited to the following topics:</p> <ul style="list-style-type: none"> • Wilderness character and wilderness stewardship, • Leave No Trace ethics, • Proper management of dogs to minimize social conflicts or effects to wildlife (e.g., under voice or physical control, horse or hiker encounter etiquette), • Preventing wildlife encounters/proper food storage techniques, • Night sky importance and protection, • Prevention of invasive species establishment, • Cultural resource interpretation, appreciation and protection measures, • Natural role of fire in the ecosystem, and • The inherent risks of recreating in remote areas. 	No analysis necessary.

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The view from the summit of Jerry Peak in the Jim McClure-Jerry Peak Wilderness. Photography © Matt Leidecker

